

**A Study on the Factors Influencing Motivation of Selected
District level Public Officials in Bangladesh**

A Dissertation

by

Roksana Rahman

MAGD Batch IV

ID No-12172023

Submitted to

Institute of Governance Studies

BRAC University

Dhaka

In Partial Fulfillment of the Requirement for the Degree of Master of Arts
in Governance and Development (MAGD)

2012-13



Institute of Governance Studies
BRAC University Dhaka Bangladesh

February 2013



**A Study on the Factors Influencing Motivation of Selected
District level Public Officials in Bangladesh**

A Dissertation

by

Roksana Rahman

MAGD Batch IV

ID No-12172023

Approved as to Style and Contents

By

Dr. Niaz Ahmed Khan

Supervisor

Chairman of the Department of Development Studies

University of Dhaka

Institute of Governance Studies

BRAC University Dhaka Bangladesh

February 2013

Dedicated

To

***All the Civil Servants who are
Striving to Serve the People***

Declaration

I hereby declare that I am the sole author of this thesis.

I authorize the Institute of Governance Studies (IGS) and BRAC University to lend this thesis to other Institutions or individuals for the purpose of scholarly research only.

I further authorize the IGS and BRAC University to reproduce this thesis by photocopying or by other means, in total or in part, at the request of other institutions for the purpose of scholarly research.

Roksana Rahman

ID No. 12172024

MAGD Batch IV

IGS, BRAC University

Acknowledgement

I am extremely grateful to almighty Allah for giving me the opportunity to carry out this dissertation.

The work presented here was carried out in the Institute of Governance Studies, BRAC University and I am grateful to Dr. Rizwan Khair, Director, MAGD Course for providing with the facilities.

I would like to express my heartiest gratitude to my supervisor, Dr. Niaz Ahmed Khan, for his great guidance and invaluable suggestions to conduct my research. His stimulating suggestions and affection have always inspired me in doing the work with care.

I would like to enlarge my sincere thanks to Professor Dr. Salauddin M. Aminuzzaman for encouraging me to determine my target. He always showered his knowledge and advice to show me the right path.

I am also grateful to Dr. Zohurul Islam for his scholarly guidance and useful comments.

I must mention here that my beloved husband Md. Shahjahan Sheikh always and in various ways helped me a lot to complete this dissertation. He deserves special thanks. At the time of data collection, analysis and writing the dissertation I deprived my son Arib Rahman from my love and affection. I am deeply indebted and grateful to them for their sacrifice, love and support.

Let me convey my special thanks to my respondents for giving me their time, patience and cooperation in collecting primary data.

I express my heartiest gratitude to my friends and colleagues at MAGD Batch-IV program for their wholehearted support and good wishes to conquer all the hurdles especially in writing the thesis.

Last but not the least I express my thanks to my caring family who bestowed me with love, inspiration, and support me to make my work a success.

At the end, it is me who is responsible for any mistake in this study.

Roksana Rahman

BRAC University, Dhaka, February 2013

Table of Content

Acknowledgement

List of Abbreviations

List of Tables

List of Figures

Abstract

Chapter – 1

Introduction	1 -13
1.1. Background	1 -3
1.2. Statement of the Problem	3 -5
1.3. Objectives of the Study	5
1.4. Research Question	5
1.5. Rationale of the Study	6
1.6. Methodology	6 -7
1.7. Operational Definition	8
1.7.1. Civil Servant	8
1.7.2. Civil Service	9
1.7.3. District level	10
1.7.4. Motivation	10 -11
1.7.5 Influence on Motivation of civil servants	11
1.7.6. De-motivation/Influencing Motivation	11

1.8 Scope and Limitations of the Study	11-12
1.9 Organizations of the Study	12

Chapter – 2

Theoretical Concept and Review of selected Literature **13 -32**

2.1. Introduction	13
2.2. Concept of Motivation	13 -14
2.3. Theories of Work Motivation	14 -18
2.4. Literature Review	19 -23
2.5. Factors Affecting Motivation	23
2.5.1. Lack of Effective Career Planning	23 -24
2.5.2. Lack of Subject Specific Training	24
2.5.3. Lack of Standardization in Promotion system	24
2.5.4. Lack of Standardization in Posting	25
2.5.5. Inadequate Salary	26
2.5.6. Unsupportive Working Environment	26-27
2.5.7. Negative Political Pressure	27
2.5.8. Partisan Influence	27
2.5.9. Lack of Integrity	27-28
2.5.10. Nepotism	28
2.5.11. Lack of Political Commitment & long term vision regarding civil service	28
2.5.12. Inadequate Emphasis on innovation	28-29

2.6. Framework for Analysis	29-31
-----------------------------	-------

Chapter-3

Data Analysis, Findings and Discussion	32-59
---	--------------

3.1. Introduction	32
3.2. Demographic Analysis	33-35
3.3. Motivating Factors for Joining the Civil Service	35-38
3.4. Motivation level of the Respondents	38-39
3.5. Factors Responsible for De-motivation	39-41
3.6. De-motivation Level of the Respondents	42
3.7. De-motivational Factors which are the cause of civil Service Inefficiency	42
3.7.1. Lack of Career Planning	43
3.7.2. Subject Specific Training	43-44
3.7.3. Promotion as De-motivating factor	45
3.7.4. Posting	46
3.7.5. Work Environment in Office	47-48
3.7.6. Salary	48-50
3.7.7. Integrity	50-51
3.7.8. Nepotism, Lack of Political commitment & long term Vision regarding civil service, Inadequate emphasis on Innovation, Negative Political Pressure and Partisan Influence	51-53
3.8. Relationship among De-motivation related Data and De-motivation level	53-55

3.9. Regression Analysis	55-56
3.10. Efficiency Improving Areas	56-58
3.11. Summary of the Chapter	58-59

Chapter-4

Recommendation and Conclusion **60-65**

4.1. Introduction	60
4.2. Linking related Research Objectives, Findings and Theories	60-62
4.3. Recommendation for Improving Motivation and Efficiency	62-64
4.4. Conclusion	64-65

References **66-68**

Apendix-1 **69-73**

Tables of Analyses

Questionnaire **74-82**

List of Abbreviations

ACR	Annual Confidential Report
ADP	Annual Development Plan
ANOVA	Analysis of Variance
AS	Assistant Secretary
ASRC	Administrative and Service Reorganization Committee
BCS	Bangladesh Civil Service
BPATC	Bangladesh Public Administrative Centre
BPSC	Bangladesh Public Service Commission
CPI	Consumer Price Index
DC	Deputy Commissioner
Df	Degree of Freedom
ERG	Existence, Relatedness and Growth
ESCAP	Economic and Social Commission for Asia and Pacific
GOB	Government of Bangladesh
HR	Human Resource
HRD	Human Resource Development
HRM	Human Resource Management
IGS	Institute of Governance Studies
MAGD	Masters in Governance and Development

MDGs	Millennium Development Goals
MP	Member of Parliament
N	Number
NPC	National Pay Commission
OC	Officer in Charge
OSD	Officer in Special Duty
PRSP	Poverty Reduction Strategy Paper
SP	Superintendent of Police
SPSS	Statistical Package for Social Science
UNDP	United Nations Development Program
UNO	Upazila Nirbahi Officer
WB	World Bank

List of Tables

Table-1.1: Dependent and Independent Variables	8
Table 2.2: Theories and Variables Linkage	30
Table-3.1: Descriptive Statistics and Chi-square test of Motivating Factors	37
Table-3.2: Descriptive Statistics and Chi-square test of De-motivating Factors	41
Table-3.3: Lack of Effective Career Planning	43
Table-3.4: Posting as de-motivating factor	46
Table-3.5: Factors related to Work Environment in Office	47
Table-3.6: Salary	49
Table-3.7: Integrity Related De-motivating factors	50
Table-3.8: Others Factors Responsible for De-motivation	52
Table-3.9: Relationship among De-motivation related Data and De-motivation level	53
Table-3.10: Regression Model Summary/ ANOVA	54
Table-3.11: Coefficients(a)	55
Table-4.1: Linking related Research Objectives, Findings and Theories	60
Table-1.3.1: Relationship among Motivation related Data and Motivation level	68
Table-1.3.2: Motivation Level	69
Table-1.3.3: De-motivation Level	69
Table-1.3.4: Subject Specific Training as de-motivating factor	69
Table-1.3.5: Subject Specific Training	70
Table-1.3.6: Lack of Standardization in Promotion as De-motivating Factor	70

Table-1.3.7: Glass ceiling in promotion	71
Table-1.3.8: Factors Responsible for De-motivation	71
Table-1.3.9: Descriptive Statistics on Efficiency and motivation improving Areas	72

List of Figures	Page No.
Figure-2.1: Analytical Framework	31
Figure-3.1: Designation	33
Figure-3.2: Gender	33
Figure-3.3: Cadre Representation of the Respondents	33
Figure-3.4: Educational Qualification	34
Figure-3.5: Year of the Experience of the respondents	34
Figure-3.6: Monthly Income of the Respondents	35
Figure-3.7: Motivating Factors for Joining the Civil Service with level of motivation	36
Figure-3.8: Motivation Level of Respondents	38
Figure-3.9: Factors Responsible for De-motivation	40
Figure-3.10: De-motivation level of the Respondents	42
Figure-3.11: Subject Specific Training as De-motivating Factor	43
Figure-3.12: Glass ceiling in promotion	45
Figure-3.13: Posting	46
Figure-3.14: Work Environment in office	47
Figure-3.15: Salary	48
Figure3.16: Integrity	50
Figure-3.17: De-motivation Related factors	51
Figure-3.18: Efficiency Improving Areas	56

Abstract

In the context of strikingly limited research on the causes of inefficiency of civil servants and the motivational status of public officials in Bangladesh, the main objectives of this study are to identify and trace the factors (as well as their manifestations) which influence the motivational level of the district level civil servants.

The relevant literature was reviewed to develop an analytical framework and selected theories of motivation and job dissatisfaction, job satisfaction (especially content and process theories) were applied to analyses the collected data for this study. In this research de-motivating factors and motivational status of the civil service were measured by twelve independent variables i.e. (1) Inadequate salary, (2) Lack of standardization in promotion system, (3) Lack of standardization in posting, (4) Lack of effective career planning, (5) Inadequate emphasis on innovation, (6) Lack of political commitment and long term vision regarding civil service, (7) Unsupportive working environment, (8) Negative political pressure, (9) Lack of subject specific training, (10) Nepotism, (11) Partisan influence and (12) Lack of integrity. Primary and secondary data were used for the study.

Primary data were collected through a survey with formal questionnaire. The secondary data were gathered from journals, books, reports, etc. The level of motivation and de-motivation was measured by a structured questionnaire. The Statistical Package for Social Science (SPSS) tools was used for data analysis.

The results of the study indicate that the civil servants, who are now working at the District level, are moderately de-motivated. The most important factors responsible for de-motivating district level civil servants are *inadequate salary, lack of standardization in promotion system, lack of standardization in posting system, lack of effective career planning, inadequate emphasis on innovation and lack of political commitment and long term vision regarding civil service*. This study also showed that the factors *negative political pressure* and *nepotism* have a strong significant relationship with the overall de-motivation of district level civil servants in Bangladesh. One interesting and encouraging findings is that all respondents noted that they were motivated by such factors to join the civil service as *desire to serve the people, prestigious job, job security, social status of the job* rather than *to earn money*. Moreover, most of the respondents opined that *nepotism* and *negative political pressure* were

significantly responsible for inefficiency of civil service and because of these factors the civil servants often could not take any free and faire decision.

The results of this study provide an insight into the broader picture of the motivational status of civil servants working at the district level in Bangladesh and may assist the relevant policy formulation process towards enhancing staff motivation which in turn may improve civil officials' efficiency as well as service delivery. Further research is needed especially to investigate into the potential relationships and effects of the variables studied in this research and other extraneous variables.

Key Words: Motivation, De-motivation, Efficiency, Job Satisfaction, District level Civil Servant

Chapter - 1

Introduction

1.1. Background

Bangladesh, a young country in the Asian sub continent emerged with high expectation of establishing an effecting system of government by resolving the problems that had been hindering its development. Good governance and development are vital tools to reach the Millennium Development Goals (MDGs). It is obvious that good governance is a must for the development and growth of a nation (World Bank, 1997). Good governance in Bangladesh is far from the actual consonance of the term at present. There are several factors and issues that are constraining the every process of good governance. The main issues and problems for good governance in Bangladesh include corruption, inefficiency of bureaucracy, politicization of administration, and non-observance of the rule of law.

Civil servants are at the forefront of development policy and public sector programme implementation and management. The success of government's programmes and policies depends on the Civil Service. It is a challenge for the Bangladesh civil service to become ready for the 21st century administration and to achieve the objectives of the Poverty Reduction Strategy Paper and the Millennium Declaration. For this reason, it is important to establish a professional civil service system that acknowledges the special requirements of management in the civil service, emphasizes the values of integrity and accountability as well as self-discipline, and places greater importance on responsiveness in public administration. To understand the changing role of the civil service in modern administration it is particularly important to understand the trends of changes in public administration.

A Government in modern sense has two intertwined dimensions: 1. political -- related to the commitment to good governance); 2. technical -- efficiency in public management. One critically important aspects of good governance is efficient and responsive bureaucracy. The United Nations Economic and Social Commission for Asia and the pacific (ESCAP) defines good governance as a process that is participatory, transparent, responsive, effective and follows the rule of law to assure that corruption is minimized. The decision making process is also responsive to the present and future needs of society.

Throughout the world, Government is increasingly under pressure from different communities and citizens to be more responsive and effective. Government needs to play a vital and facilitating role in the enabling environment process for citizens. Osborne and Gaebler (1992) attributed the decline in public confidence to the government's inefficiency and lack of responsiveness.

The success of government in providing access to basic social services and protecting and promoting a life of dignity rests in its ability to provide stable and enabling institutions. The first concerns the attributes and characteristics of government institutions that make them legitimate, and the second refers to the capability and efficiency of these institutions to perform certain functions that make them effective. An effective, transparent and accountable civil service is one basic requirement for establishing legitimate institutions and ensuring necessary development services.

Effective and efficient public administration, including public sector management, promotes and strengthens democracy and good governance. An effectively functioning civil service is essential in order to ensure that democratically elected leaders are able to protect the rights of citizens and mobilize resources through taxes and other sources in order to pay for police, judges, and the provision of services. Civil service of Bangladesh has been blamed for inefficiency and ineffectiveness since the independence. Our faulty system does not ensure each and every bureaucrat to undergo training which can enhance bureaucratic skill. Too much negative political influence impedes an efficient bureaucrat to get his/her work done under proper rules and regulations. Civil service efficiency and motivation is essential for better governance. The Bangladesh civil servant works under 360 degree pressure, where the administrative & political bosses, citizen, subordinate and others department works as the main factors. Politicization may cause a decline in the morale of the civil servants and reduce their efficiency and effectiveness. Faulty recruitment and politicization may create a vicious cycle: because of politicization fewer interested, meritorious candidates enter the civil service; with fewer meritorious new entrants, the scope for politicization increases; and this further deters the most able candidates from entering the civil service. Eventually this process could corrupt the entire administration.

The 'capacity development' in the Bangladesh Civil Service needs emphasis at three levels, i.e. the individual level, the institutional level, and the societal level. At the individual level it involves establishing the conditions under which civil servants are able to embark on a continuous process of learning and adapting to change – building on existing knowledge and skills and enhancing and using them in new directions. This requires a new approach to human resource management and also points

to the importance of knowledge management, as the new vehicle for increased learning. At the institutional level, a similar approach needs to be applied and support should focus on administrative modernization with a priority on systems and processes. Key requirement in this process is capacity development for policy support and for organizational effectiveness. Finally capacity development at the societal level is required to support the paradigm of a more interactive public administration that equally learns from its actions and from the feedback it receives from the population.

The main objectives of the study was 1) to identify the root causes/factors behind the civil servants inefficiency 2) how the factors influence on motivation of civil servants and 3) nature and dimensions of that factors. Here motivation is a good driving force to influence public officials to achieve their efficiency and effectiveness. Motivation means to influence the behavior of an individual to achieve more than he/she usually achieves. It is thus the driving force to influence people to the end which to be achieved effectively and efficiently. When the motivational level public officials influence by the external or internal factors than he/she become de-motivated and then he/she can't perform efficiently. As a result he/she became inefficient day by day.

1.2. Statement of the Problem

The Government, in Bangladesh is characterized by long bureaucratic and unnecessary procedures. Government systems and organizations do not work well and they are often poorly managed, particularly in developing countries like Bangladesh. It is a widespread view that Bangladesh Civil Service (BCS) is overly centralized, unaccountable, underpaid, unethical, rent seeking and non-transparent (see, e.g. Kim and Monem 2008).

Many of these problems can be linked with poor or lack of motivation (in other word because of 'de-motivation') owing to various factors. Politicization may cause a decline in the morale of the civil servants and reduce their efficiency and effectiveness. Faulty recruitment and politicization may create a vicious cycle: because of politicization fewer interested, meritorious candidates enter the civil service; with fewer meritorious new entrants, the scope for politicization increases; and this further deters the most able candidates from entering the civil service. Eventually this process could corrupt the entire administration (Jahan, 2006).

The recruitment and promotion has been largely guided by consideration of loyalty and patronage rather than technical competence (World Bank 1996; GOB 2000). Recruitment is done under

tremendous political pressure and nepotism hinders right people in right place. Negative political influence impedes an efficient bureaucrat to get his/her work done under proper rules and regulations. Our faulty system doesn't ensure each and every bureaucrat to undergo proper training that can ensure enhanced bureaucratic skills.

After independence of the country the freedom fighters in the civil service gained special rewards and privileges and it led to a major conflict between freedom fighters and non-freedom fighters. A more important division among civil servants now is between pro-BNP and pro-Awami League supporters, which have destroyed the loyalty of the bureaucrats towards an impartial legal order. In fact the bureaucratic behavior is guided more by "numerous, complex and unpredictable aggregation of informal relations" created as a consequences of intense factionalism in the service (Siddiqui 1996:18). But the most important form of these relationships is the nexus between major political parties and the bureaucracy. The party rewards the loyal civil servant by quicker promotion, profitable postings and important positions in the party or party think tank or cabinet positions after his retirement. He plays a key role as the party spokesman or in policy making. Through all these processes the bureaucracy has increasingly moved towards the direction of patrimonialism, which has undermined its rational basis and efficiency. Its rigidity, lack of innovation and responsiveness, corruption and conflict among different groups are only creation of the past, but also a construction of the political forces of the present.

There is a common perception that civil servants all over the world are more or less apathetic to the needs of the people and that they are even unwilling to listen to them. According to Alkadry, two major reasons account for bureaucrats' "inability to take action." First, a bureaucracy is a formal, rule-base organization design to limit the discretion and bound the initiative and empowerment of individual bureaucrats. Second, there is the "bureaucratic experience." A bureaucrat is subject to a combination of conflicting social, political and other pressures; the bureaucrat learns to contend with these pressures by internalizing organizational norms and avoiding risks. (Alkadry, 2003: 184-88). The situation is no different in Bangladesh; indeed, it may be even worse because an inadequate, faulty recruitment procedure can place a non-qualified person in a formalized organization; and because politicization—the priority of party loyalty—can amplify the pressures a bureaucrat already feels.

These two problems—the defective recruitment procedure and the politicization of the civil service—may be largely responsible for the lack of "good enough governance" in Bangladesh. If recruitment is

not fair and competitive, it fails to attract the meritorious and appropriate candidates and it will be difficult for the nation to have an efficient, innovative and dynamic civil service (Jahan, 2006). In our country administration is always to work and influence of party in power. So, here nepotism is widespread. The administration can not take any free and fair decision. Sometimes, political influence breach factionalism in the administration which in turn results in demoralization, utter negligence of work and often serious tension among the bureaucrats.

Ministers, especially those with greater political strength and influence and initiative, tended to stress their overall supervisory role to dominate and direct those in administration who versed under them, from secretaries downwards. In such situations the ministers virtually inclined to act as executive heads of their ministries, though they did not have to take the responsibilities either of the executive head or the principal accounting officer responsibilities which still technically and substantially remained with the secretaries. Posting and promotion depends on specific political philosophy. There is two clear block divide our administration that highly hinders the very essence of governance.

1.3. Objectives of the Study:

The objectives of the study is the following -

- (i) To review the status and nature of motivation of selected District level Public officials**
- (ii) To identify and trace the factors (as well as their manifestations) which influence the motivational level of the targeted officials**
- (ii) Based on the overall experience of the study, to furnish some functional and policy recommendations towards more effective staff motivation.**

1.4. Research Question

The aim of the present study is determine and trace the factors influencing the motivational status of district level civil servants. The relevant broad research question, therefore, is follows: **What are the factors influencing the Motivation of District level Civil Servants?** An answer to the question may help reveal the reality of the current motivational level and challenges amongst the district level civil servants and may open up the way of addressing the challenges.

1.5. Rationale of the Study:

Needless to say that there is no short cut or alternative to make the civil servants efficient, productive, responsive and innovative with proper and continuous motivational approaches for improving their performance. Motivating civil servants to work effectively for achieving organizational goals is the vital part of any lasting reform of a civil service. An effective, transparent and accountable civil service is one basic requirement for establishing legitimate institutions and ensuring necessary development services.

Though there are many researches on motivation and job satisfaction of civil servants but almost no attention is given on the area of or the causes of de-motivation of civil servants or on the factors influencing the motivational level of civil servants in Bangladesh. But it is very essential to know that what factors influence the motivational level of civil servants that decrease the performance and efficiency of them. The lessons and findings of the research may be directly relevant for the Government of Bangladesh especially for the Ministry of Public Administration to take the strategies/policy to eradicate the de-motivating factors and increasing the efficiency of civil servants. Because of without knowing the root cause of a disease it is impossible to give right medicine by the doctor. In view of the above this study is undertaken to identify/determine the nature and dimensions of factors de-motivate/influencing the motivational level of District level Public officials of Bangladesh.

1.6. Methodology:

This study is designed to explore the status and nature of motivation of selected District level Civil Servants; identify and trace the factors as well as their manifestations which de-motivating/influencing the motivational level of the district level Civil Servants of Bangladesh. To pursue the key purpose and objective, the study was mainly based on primary data. Secondary sources were also used. In this regard for primary data the study mainly used questionnaire method and then secondary sources were also used to support the survey data.

For collection of survey data a questionnaire was designed. The questionnaire was formulated and finalized on the basis of response and recommendation of a pilot survey made among the students of

MAGD Program who all are serving as district level civil servants. The elements of different aspects of work motivation and de-motivation were determined on the basis of synthesis of relevant literature, responses of the pilot survey and personal experience and expectations of the civil servants. A 5 point Likert type scale was used in the questionnaire to know the opinion and preference of the respondents about specific elements of BCS.

Opinions of 50 respondents who are members of BCS representing 5 cadres (out of 28 cadres) of BCS were collected through the questionnaire. Selected 5 cadres are (1) BCS Administration (2) BCS Roads and Highways (3) BCS Public Works (4) BCS Agriculture and (5) BCS Health. The causes of selection of those 5 Cadres are as below-

1. Those cadres are typically considered as very important Public Service Department.
2. Department with direct and close public delivery.
3. In terms of function of districts they are most active and influential.
4. Those are representing various sectors.
5. Because of resource and time constraints

All the respondents were working in district level in different position. It is to be noted that the respondents themselves were selected randomly. Mainly the respondents were 3 hierarchy levels from each district level office which are-

- Head of the Department of the District office
- Immediate next level officer and
- Third hierarchy level officer

Different research and evidences have been consulted for secondary sources of data. In this regard books, various reform reports, working paper and documents regarding civil service reform in Bangladesh have been consulted. Moreover, personal experience and informal interview method were also used to have some more insights into the issue.

The dependent and independent variables were selected For the purpose of the present study which shows by the following Table-1.1:

Table-1.1: Dependent and Independent Variables

Dependent Variables (categories)	Independent Variables
Administrative	1. Lack of carrier planning 2. Lack of subject specific training 3. Inconsistency or lack of standardization in Posting decision 4. Lack of standardization in Promotion system 5. Inadequate Salary 6. Inducive/unsupportive Working environment 7. Nepotism 8. Inadequate emphasis on Innovation
Political	9. Negative Political Pressure 10. Parisian influence 11. Lack of Political commitment & long term Vision regarding civil service
Social	12. Lack of Integrity

1.7. Operational Definitions:

1.7.1. Civil servant:

All the respondents of this study are the officers who belong to the different cadres of Bangladesh civil service (BCS), working at field (District) level and who are recruited through a competitive exam conducted by Bangladesh Public Service Commission (BPSC). Generally, any citizen with a minimum of graduation degree of 21 to 30 years is eligible for entering in the Bangladesh civil service. The age limit is relaxed from 21 to 32 years for Freedom Fighter's Children and also for tribal candidates. And the length of service is 59 years of an officer's age. Consequently, the age limit of cadre officers of this study mainly ranges from that level. All of them are graduates and citizen of Bangladesh according to the service rules.

1.7.2. Civil Service:

A 'civil service' is a service provided by a group of civilians working as core government officials. This group of service providers is selected by the Public Service Commission (PSC), a quasi judicial body of the government through a competitive examination. The term excludes the armed forces and only the BCS are within the civil service. In Bangladesh, there are 28 cadres officials who have different responsibilities to work for the citizens.

The Civil Service refers to the body of officials who carry out functions of government under the direction and supervision of the head of government [Rahman (1998), p. 2].

According to Rahman A. T. R. (2001, pp-138-40), key features of a competent civil service system include:

1. Merit-based, neutral civil service:

The focus is on objective criteria in selection and promotion of civil servants that are allowed to function without fear or favor, in keeping with the public interest within the framework of laws and regulations.

2. Well-structured, right-sized and well-paid civil service:

The focus is on a minimal number of levels and categories of civil servants to provide movements and career opportunities without creating internal tensions and stresses, and to promote an ethos of unity and oneness among civil servants.

3. Accountable, professional and relatively corruption-free civil service:

It is vitally important that transparent accountability systems for the proper functioning of the civil servants should be clearly established within the legal and administrative framework and be overseen in strict conformity to laws and regulations. Such accountability systems and practices are supported by establishing a professional code of behavior and ethics in guiding civil servants' actions and service behavior with citizens, clientele and other groups.

4. Relatively autonomous, responsive and relative civil service

To be efficient and effective, a civil service system needs to have internal autonomy of operations, especially with respect to personnel recruitment and advancement within the legal and administrative framework, guaranteed by a national constitution.

5. Well-trained, performance-oriented and relatively open civil service.

Purposeful and relevant training for updating and acquiring skills and proper orientation for changing needs in the administration and for purposes of promotion and for carrying out public services are very useful.

1.7.3. District/Field level:

Generally field means places outside the (administrative) centers that is closer to the community. There are four units in the field administration in Bangladesh namely division, district, upazila, and union. Divisions are the apex units in field administration consist of several districts. Currently there are seven administrative divisions in Bangladesh Dhaka, Chittagong, Rajshahi, Khulna, Barisal, Sylhet and Rangpur. Districts consist of several Upazilas and there are 64 districts in Bangladesh. Upazilas are composed of several unions and there are 485 Upazilas and at the lowest, unions are composed of several villages (www.mopa.gov.bd). By ‘field level’ the study attempts to specify the workplace which is situated at District and where government officers, who are recruited through BCS examination, have direct relationship and communication with the people from the community.

1.7.4. Motivation:

Motivation means to influence the behaviour of an individual to achieve more than he/she usually achieves. It is thus the driving force to influence people to the end which to be achieved effectively and efficiently. Motivation is the result of the interaction of the individual and the situation. Individuals differ in their basic motivational drive. The level of motivation varies both between individuals and within individuals at different times. Motivation is the processes that account for an individual’s intensity, direction, and persistence of effort toward attaining a goal – specifically, an organizational goal.

Three key elements of motivation are the follows:

- Intensity – how hard a person tries
- Direction – effort that is channeled toward, and consistent with, organizational goals
- Persistence – how long a person can maintain effort

What are the factors that mobilize people to work in the public organization has been the area of interest of the academician and practitioners of the public administration since 1960. In this regard elements such as work environment, work group, job as well as mental state, attitudes and the personal life of the administrators are considered. This most appropriate approach to this administrative behavior is the framework of motivators and rewards (Haque, 1990:59).

1.7.5. Influence on Motivation of civil servants:

Influence on motivation of civil servants means somebody or something that affects the motivation of civil servants which de-motivate them.

1.7.6. De-motivation/Influencing Motivation

According to Cambridge dictionary the definition of de-motivates is- to make someone less enthusiastic about a job. Motivational means – giving you motivation/enthusiasm. Influencing motivation means the power to have an effect on motivation(people or things,) or a person or thing that is able to do or not to do this.

1.8. Scope and Limitations of the Study:

Improving organizational performance needs a holistic approach. An individual is an integrated, organized whole (Maslow, 1970:3). So s/he demands a complete sense of motivation as well as organizational set up to perform expectedly. In this study focus has been made the de-motivational factor and how these affect the performance of civil servants. But since organizational and policy support are also very essential for improvement of the organizational performance, so there is a scope to link organizational performance with the motivation and procedural and organizational policy support too. It is believed that if employees are given due motivation and authority they can innovate

and try new ideas to change the system for better performance. It is intended that this study will come out with some policy suggestions to improve performance of Civil Service in Bangladesh.

This study has been carried out in partial fulfillment of the requirement of the MA degree in Governance and Development under the BRAC University. The scope was limited, and the research was required to be completed within a stipulated and very limited timeframe. The study was based on both primary and secondary data. But due to time and resource constraints it was not possible to collect data from all 28 cadre officials; the research has focused on 05 cadres, which were selected randomly for the purpose of the study. Scarcity of related academic materials and studies on the subject area in the Bangladesh context was also a major constraint.

1.9. Organizations of the Study

This dissertation is organized in four chapters. After this introductory chapter the second chapter focuses on the conceptual and theoretical issues concerning especially motivation and civil service performance. This chapter is based on a review of literature. The reality of different de-motivational approaches in the context of Bangladesh Civil Servants will be discussed and incorporate the empirical data analysis and findings in the third chapter. In the final and fourth chapter attempts to examine the findings in the light of selected theories and conceptual explanations of motivation(as reviewed in chapter 2). The chapter also makes some recapitulative comments and presents a few policy suggestions to enhance the efficiency of the Bangladesh Civil Service.

Chapter- 2

Conceptual Overview and A Survey of selected Literature

2.1. Introduction

This chapter attempts to focus on the key concept of motivation, de-motivation, different theories of work motivation, review of selected literature, issues and factors affecting motivation of civil servants (de-motivating factors) like lack of career planning, lack of subject specific training, lack of standardization in posting decision, lack of standardization in promotion system, inadequate salary, unsupportive working environment, nepotism, inadequate emphasis on innovation, lack of integrity, negative political pressure, lack of political commitment and long term vision regarding civil service, partisan influence.

2.2. Concept of Motivation

The concept of motivation is situational and its level varies between different individuals and at different times. Motivation is to inspire people to work, individually or in groups in the ways such as to produce best results. It is the will to act. It is the willingness to exert high levels of effort towards organizational goals, conditioned by the efforts and ability to satisfy some individual need. It was once assumed that motivation had to be injected from outside, but it is now understood that everyone is motivated by several differing forces.

Motivation is a general term applied to the entire class of drives, desires, needs, wishes and similar forces. To say that managers motivate their subordinates is to say that they do those things which they hope will satisfy these drives and desires and induce the subordinates to act in a desired manner.

To motivate others is the most important of management tasks. It comprises the abilities to communicate, to set an example, to challenge, to encourage, obtaining feedback, to involve, to delegate, to develop and train, to inform, to brief and to provide a just reward.

As pointed by Vroom (1964), the word "motivation" is derived from the Latin word *movere*, which means "to move". According to Cambridge dictionary Motivation means enthusiasm for doing something. Motivation is an internal force, dependent on the needs that drive a person to achieve.

Motivation is a force created by a situation which makes a concerned person satisfied or dissatisfied, and influences to show a certain (positive or negative) response or attitude in that situation. Motivation is generally known as influence on behavior and attitudes towards actions (job). Motivation is the main driving force by which humans achieve their targets.

Motivation depends on many intrinsic and extrinsic factors. According to various theories, motivation may be rooted in basic needs of human. 'Motivation has to do with a set of independent/ dependent variable relationships that explain the direction, amplitude, and persistence of an individual's behavior, holding constant the effects of aptitude, skill, and understanding of the task, and the constraints operating in the environment' (Campbell & Pritchard, 1976: 63–130 cited in Steers, Mowday & Shapiro, 2004: 379).

According to Robbins (2001), motivation is a needs-satisfying process, which means that when a person's needs are satisfied by certain factors, the person will exert superior effort toward attaining organizational goals.

A working definition (Cole, 1995) of motivation is as follows: 'Motivation' is the term used to describe those processes, both instinctive and rational, by which people seek to satisfy the basic drives, perceived needs and personal goals, which trigger human behavior.

When we discuss about organizational performance then we must talk about the motivation which is called work motivation. Work motivation can be defined as a process to energize employee to the work goal through a specific path. Work motivation, however, is not much different from the more general theories of motivation. One key difference is that they are more specific, focusing on work related behavior in organizational setting (Petri, 1986:337). Three components of motivation influence the human behavior at work. The nature and extent of components play key role in human decision to reinforce their energy and efforts towards achieving organizational goals or dissuade them from their course of action and redirect their efforts, or take the task as usual routine work.

2.3. Theories of Work Motivation:

Throughout the time, studies have been conducted on the causes and sources of inefficiency and demotivation of civil servants. Theories discussed here can broadly be classified into three categories of motivation: Need; Cognitive; and reinforcement. Theories under the need category- Maslow's Need Hierarchy Theory, Alderfer's ERG theory and Herzberg's Two Factor Theory will be discussed.

Vroom's Expectancy theory, Adam's Equity theory Goal setting theories will be discussed under motivation theory of cognitive category. Skinner's Reinforcement theory will be discussed under the category motivation theory of reinforcement.

There are 2 type work theories-

1. **Internal (Content) Theories:** Identify factors **within** an individual that energize, direct, sustain, and stop behavior.

eg. Maslow's Need Hierarchy, Alderfer's ERG, McClelland's Need, Herzberg's Motivator-Hygiene.

2. **External (Process) Theories:** Describe how **personal** and **situational** (environmental) factors interact and influence each other to produce certain kinds of behavior

eg. Adam's Equity, Vroom's Expectancy, Goal Setting Theory

Maslow's Need-Hierarchy Theory:

Human needs are the most pervasive notions in the area of work motivation. And one of the most popular theories of work motivation is Abraham Maslow's need hierarchy theory. Abraham Maslow developed 'The Hierarchy of Needs theory' in 1943 in which basic, lowerlevel needs such as physiological requirements and safety must be satisfied before higherlevel needs such as self-fulfillment are pursued. In this hierarchical model, when a need is mostly satisfied it no longer motivates and the next higher need takes its place (Abraham Maslow: online). Maslow's hierarchy of needs is shown in the following diagram:



Figure 3.1: Maslow's Hierarchy of Needs

Herzberg's Two-factor theory:

Frederick Herzberg's (1959) 'Two-factor theory' of intrinsic and extrinsic motivation concludes that the two type of factors (Hygiene factors & Growth/Motivating factors) in the workplace result in employee motivation. Herzberg suggested that the sets of circumstances that make people unsatisfied at work (hygiene factors) are a different set from the sets of circumstances that make people satisfied (motivating factors). This was the result of interviews he conducted with 200 engineers and accountants in Pittsburgh, Pennsylvania, who were asked what made them feel bad about their jobs (dissatisfier) and what made them feel good about their jobs (satisfier). The name 'hygiene factors' is used because, like hygiene, their presence will not make you healthier, but absence can cause health deterioration. In the work environment, the hygiene factors are: salary, job security, working conditions, level and quality of supervision, company policy and administration and interpersonal relation. The motivators or growth factors are: sense of achievement, recognition, responsibility, nature of work and personal growth and advancement, all of which create satisfaction and motivation.

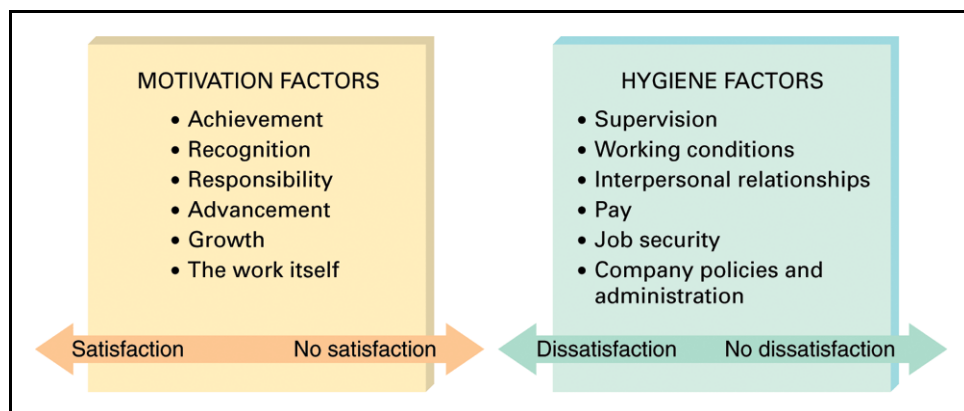


Figure: Herzberg's Two-factor

Alderfer's ERG Theory:

A modified need hierarchy model has been presented by Alderfer by condensing Maslow's five stages of needs into three levels based on the core needs like existence, relatedness and growth. The two-factor theory is also associated with Maslow's needs theory. All the three theories acknowledge addressing different types need to motivate people, and they make clear partisans among the needs.

McClelland's Learned Needs:

McClelland's research led him to believe that the need for achievement is a distinct human motive that can be distinguished from other needs. More important, the achievement motive can be isolated

and assessed in any group. His theory is developed in 1950s in the name of Achievement Motivation theory.

Need for Achievement: a need to accomplish goals, excel, and strive continually to do things better.

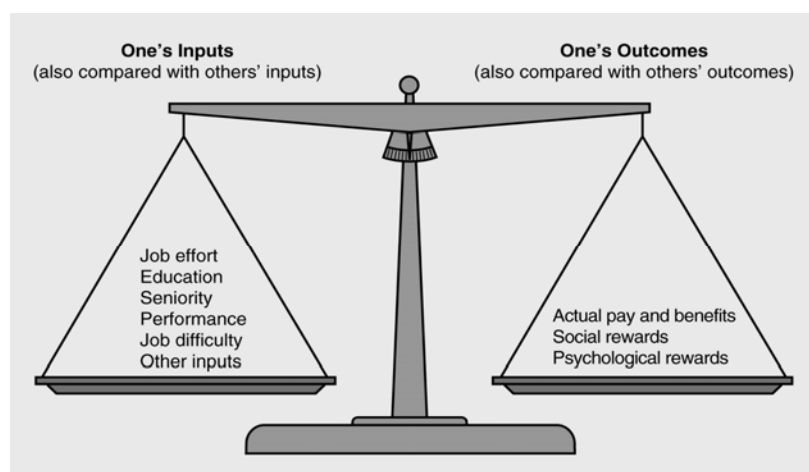
Need for Affiliation: desire for friendly and close interpersonal relationships

Need for Power: the need to influence and lead others and be in control of one's environment

Adam's Equity Theory:

John Stacey Adam's (1963) Equity theory is also helpful to understand motivation to perform in organizations. Equity theory is considered is one of the justice theories. The structure of equity in the workplace is based on the ratio of inputs to outcomes. Inputs typically include: Efforts, Loyalty, Hard Work, Commitment Skill, Ability, Adaptability, Flexibility, Tolerance, Determination, Enthusiasm, Trust, in superiors, support of colleagues, Personal sacrifice, etc. while outcomes typically include Financial rewards (salary, benefits, perks, etc.) and intangibles like Recognition, Reputation, Responsibility, Sense of achievement, Praise, Stimulus, Sense of Advancement/Growth, Job Security etc. The theory is built-on the belief that employees become de-motivated, both in relation to their job and their employer, if they feel as through their inputs are greater than the outputs. Employees can be expected to respond to this in different ways, including de-motivation (generally to the extent the employee perceives the disparity between the inputs and the outputs exist). reduced effort, becoming disgruntled, or in more extreme cases, perhaps even disruptive (Petri:1986)

Key Factors in Equity Assessment



Vroom's Expectancy Theory:

The expectancy theory says that individuals have different sets of goals and can be motivated if they have certain expectations. This theory is about choice, it explains the processes that an individual undergoes to make choices (Petri, 1986). In organizational behavior study, expectancy theory is a motivation theory first proposed by Victor Vroom of Yale School of Management in 1964. The Vroom's expectancy theory of motivation is based on the belief that employee effort will lead to performance and performance will lead to rewards, often referred to as outcomes. The theory suggest that individual people have different goals and can be motivated if-

- there is a positive correlation between effort and performance, where effort will lead to performance, and
- a good performance will lead to a desirable reward, and
- this desirable reward will satisfy an important need, and
- the desire to satisfy the need is strong enough to make the effort worthwhile.

Vroom's expectancy theory based upon the following three beliefs-

- **Expectancy** — belief that working hard will result in desired level of performance.
- **Instrumentality** — belief that successful performance will be followed by rewards.
- **Valence** — value a person assigns to rewards and other work related outcomes.

Vroom says that motivation is the result of interaction of employee's beliefs about Expectancy (E), Instrumentality (I) and Valence (V) which are related to one another in a multiplicative fashion and can be expressed as

$$\mathbf{M = E \times I \times V}$$

If either E, I, or V is low, motivation will be low. To maximize expectancy, managers should:

- Select workers with ability.
- Train workers to use ability.
- Support work efforts.
- Clarify performance goals.

2.4. Literature Review

The de-motivating factors for selecting the civil service as a career are inadequate salary, faulty examination procedure and the job environment. The public university student considers this job as extraordinary and attractive. Students from private universities are not at all interested in joining the civil service. Seventy percent of respondents have no idea about the composition and responsibility of civil service (Jahan Ferdous, 2006:21).

Karim (2009) studied on 'Enhancing Performance through Motivation: A Study of Bangladesh Civil Service' and made a questionnaire survey on 84 respondents of different rank status of 28 cadres of BCS. This study identified some motivational factors and factors responsible for poor performance and found that career promotion is a significant motivator and 86 percent respondents feel de-motivated in the service for different reasons.

The two-factor theory was tested by many other researchers, who showed very different results. Some research has shown that some of the factors declared by Herzberg (1966) as hygiene factors are actually motivators. The results of Herzberg's theory can vary if the test is conducted in different industries. The differences are due to the intensity of the labour requirement and the duration of employment (Nave, 1968). Extensive commentary has emerged about how to distinguish between hygiene factors and motivators. While some factors have proved to fall clearly in one of the two categories, other factors, particularly salary, have proven to be ambiguous as to whether they are motivators or a hygiene factors.

Khaleque and Rahman (1987) conducted a research on performance, motivation and ability and they found that factors like good relations with colleagues, duration of work, working environment, recognition for good work and job security were perceived by the workers to be more important than autonomy in work, job status, management policy and participation in decision making.

The study conducted by Debnath et.al.(2011) showed that satisfaction with family and social lives had positive influence on the overall job satisfaction of the workers. They found that environment, recognition for good work and job security were perceived by the workers to be more important than autonomy in work, job status, management policy and participation in decision making. The most important causes of dissatisfaction as perceived by the workers were poor wage, lack of promotional opportunity, poor management and job insecurity.

The Second Administrative Reforms Commission of India (Government of India 2010) identified the following factors which affect motivation of public servants Employment security, Respect in society, Balance between work and life, Opportunity to be part of the larger cause of serving the country, Variety in job profile. Apart from these, recognition and job enrichment have also been considered as important motivating factors. The ARC also tried to identify some of the major factors which cause dissatisfaction among civil servants such as Poor working conditions, Unfair personnel policies, Excess or absence of supervision, Absence of fair-play within the organization, Indiscipline, Lack of transparency within the organization, Lack of opportunity for self-expression, Interference in objective functioning. This report reveals that most of the officers identified Recognition of effort, Chance for useful contribution, Opportunities to use & develop skills, congenial work environment, Challenging opportunities at work and Right level of authority in job are very important factor for job satisfaction. However, chance to make a useful contribution (73%) and autonomy in the job (71%) were ranked higher than the other four factors.

Jahan (2006) identified some motivating and de-motivating factors of the BCS. She came out with some interesting findings. Most of the prospective candidate from both urban and rural identified inadequate salary as a major obstacle in joining the civil service. They also found the job environment too rigid to allow doing something creative. Job security is considered as the most important motivating factor to join BCS and She also pointed out that 45 percent of entry level civil servant thinks job security and 55 percent of them think status and power motivates them to work in civil service, but 27 percent of mid level civil servant think job security and 14 percent of them think status and power motivate them to work in the civil service. She found politicization and corruption de-motivating factor. Salary is no longer an attraction to join BCS because the salary is too low. The most interesting finding of the study is that despite existence of various de motivating factor meritorious and bright students are still attracted to civil service and the only attraction is job security in BCS. Motivational approaches are also linked with the level of performance. She also pointed out that 45 percent of entry level civil servant thinks job security and 55 percent of them think status and power motivates them to work in civil service, but 27 percent of mid level civil servants think job security and 14 percent of them think status and power motivate them to work in the civil service. From study results it is evident that demotivating factor is strong enough to overshadow motivating factors.

Karim (2009) revealed that most of civil servants in Bangladesh joined the civil service inspired more by public service motivation than salary and other career benefits. But at present they are not satisfied with the job conditions except the job security. They were found de-motivated and opined that motivational intervention with market based salary, timely promotion based on merit and performance, rational transfer and posting policy, recognition for good work, reward and punishment would help to regain the motivation for improving and achieving result oriented organizational performance.

Hasan, et al (2010), a group of researcher of Bangladesh Public Administration Training Centre (BPATC), investigated to find out job satisfaction-dissatisfaction impact on organizational effectiveness analyzing factors such as work place, the role of training and development and its impact at work place, the relationship among the variables, which have impact on organizational effectiveness; and finally to identify some key factors which will be given policy guideline for organizational effectiveness. The results of this study revealed that job satisfaction dissatisfaction has impact on organizational effectiveness. Job dissatisfaction found negative impact on organizational effectiveness. Correlation results revealed that among the variables have significant relationship with organizational effectiveness.

Debnath, Burmon and Biswas (2011) also showed that the most important causes of dissatisfaction of Bangladeshi Civil Servants as perceived by the workers were poor wage, lack of promotional opportunity, poor management and job insecurity. The study showed that satisfaction with family and social lives had positive influence on the overall job satisfaction of the workers.

Huston (2000) studied about public service motivation and made a comparative study between two groups of employees: public sector and private sector. He statistically found that public sector employees are motivated by work motivation than pay, prestige, status and power in comparison to private sector employees.

Islam (2002) carried out a study on the motivation of the public sector officials of Bangladesh. He included 102 respondents serving at various levels (assistant secretary to joint secretary and equivalent) in his study. His research hypothesis was motivation and productivity is positively correlated and increased motivation contributes to improved individual performance and productivity.

The study result revealed that the hypothesis is true and the motivation has the potentiality to reinforce positive behavior and to weaken negative behavior.

Yavuz (2004) conducted a research titled as ‘The Use of Non-monetary Incentives as a Motivational Tool; A Survey Study in a Public Organization in Turkey’. She collected primary data through survey. The findings suggested that the public sector employees value the non-monitory incentives as much as the monitory incentives. The survey study revealed that the non-monitory incentives have the potentials to increase the motivation of the personnel of the public organization.

Meyer et al (2011) ‘approached the rapidly expanding research on Public Service Motivation (PSM) employing an institutional prism, and questions, based on an executive survey in Austria, the assumption that high PSM is associated with the traditional ethos and social identity. They presented empirical evidence that a legalistic-bureaucratic logic neither supports high attraction to policy-making nor a high level of compassion. A managerial orientation, on the other hand, entails significantly higher scores on these two dimensions as well as on overall PSM’ (Meyer et al 2011:2).

Miner (2005) in the book ‘Organizational Behavior 1: Essential Theories of Motivation and Leadership’ discussed about different kinds of theories, especially elaborated notable theories of motivation such as the Social Psychology and Personality theory, the Achievement Motivation theory, the Motivation-Hygiene theory, the Job Characteristics theory, the Expectancy theory, the Equity theory, the Goal Setting theory and so on.

UNDP working paper (2006) suggested three main strategies and tools to stimulate better performance in public sector, these are: reducing distortionary incentives by aligning aid around the National Pay Reform, reducing de-motivation and valuing non-material incentives for public service performance, and conditional cash transfer to strengthen demand.

Moynihan and Panday (2007) did a study on the role of organizations in fostering public service motivation. This study tested *Perry’s theory on formative role of socio-historical context* based on responses of a national survey of the USA. The findings supported the role of socio-historical context, showing that public service motivation is strongly and positively related to educational level and membership in professional organizations. The result also underscored the significant influence of organizational institutions, indicating that red tape and length of organizational membership are negatively related to public service motivation (PSM), whereas hierarchical authority and reform

efforts have a positive relationship. Therefore, public organizations have both an opportunity and a responsibility to create an environment that allows employees to feel they are contributing to the public goods.

Debnath, Barmon and Biswas (2011) studied on motivation of Civil Servants in Bangladesh and they made a comparative study of Technical Cadres and Administrative Cadres. They collected primary data from the Cadre officers. 'The findings of the study indicated that the officers of administrative cadres were significantly more motivated than their colleagues from technical Cadres. The result also suggested that there was a significant positive influence of motivation on performance. Personal factors such as experience, education, and income had no significance influence on motivation rather working condition, promotion facility, participation in decision making and recognition had been perceived as the prime sources of motivation for the technical cadre officers. On the other hand, salary, open communication with boss and training facility had been considered as the great motivating factors for the administrative cadre officers. Poor salary, lack of fair promotional opportunity, status and bad working conditions were the major causes for lower motivation of technical cadre officers' (Debnath, Barmon & Biswas 2011:1).

The result of this study which conducted by Taifa (2012), indicates that the civil servants, who are now working at the Upazila level, are moderately satisfied. Analysis indicates that transfer and posting, work and working environment and promotion and recognition are significant predictor of Job Satisfaction except the other two variables-salaries and training and career planning. This study also showed that there are some other factors which have a strong significant relationship with the overall job satisfaction of Bangladeshi field level civil servants.

2.5. Factors Affecting Motivation

2.5.1. Lack of Effective Career Planning

Career Planning is considered to be an important aspect of civil service management. Career planning is closely related to (a) training and (b) deployment policy and its management. It is also related to the ACR in which the overall performance rating is provided in respect of a civil servant. To what extent all of the above elements are taken into consideration for planning the career of a human

resource development, which is very important in public administration these days. of civil servants, remains an open question. In practice, ‘posting between departments often taken place on doubtful criteria’ (World Bank, 1996). It is not related to competence or skill and expertise (A M N Shawkat Ali). This de-motivates the civil servants and decreasing the efficiency of civil service.

2.5.2. Lack of Subject Specific Training

Trained manpower is essential for any organization – public or private. This is expected to enhance professional knowledge, skill and problem solving attitudes of the civil servants. Training is an inspiring motivating tool towards achievement of specific organizational objectives. Training is not a disconnected event; rather it is continuous process.

But in practice due to lack of planning and coordination some officers repeatedly get training in home and abroad while the maximum do not get any in Bangladesh. There is no set rule for it. Personal persuasion or liaison with the concern desk officer in the ministry decides who will get the ‘opportunity’ for foreign training. This de-motivates the civil servants which create serious discrimination, decreasing the skill and increasing the devotion for work among the civil servants.

2.5.3. Lack of Standardization in Promotion system

Promotion is the onward progression along the hierarchical ladder primarily based on seniority and merit. It is an important incentive for morale and motivation. As many other countries, promotion in the civil service of Bangladesh is based both on merit and seniority. Though it is not so modern rather outdated, even this is not followed in practice. It is mostly seniority-cum-subjective preferences of the bosses, because merit is judged simply on the basis of very much subjective Annual Confidential Report (ACR), which tells practically nothing about an official’s performance (Siddikui, 2006:93).

There is no set standard for measuring merit and performance and also seniority remain controversial over the years for amalgamation of different services into one service. What is basis of selection for promotion to the next higher post was never disclosed clearly. If one do not get promotion with his batch, or superseded, s/he never know what is/are the reason(s). In short promotion procedure is not so transparent. In this scenario political preferences work as the most important factor for deciding promotion. It definitely makes officers frustrated and de-motivated which ultimately results into slow, rigid and non responsive bureaucracy. One very frustrating and non professional practice

regarding promotion is that when any political government come to power, they look for people loyal to their party and give them promotion and good posting, depriving others. Again when another party comes to power they also follow the same practice (Karim, M. R. 2009).

2.5.4. Lack of Standardization in Posting

There are different principles for four categories of government officers. In this paper only class I officers' posting and transfer policy will be discussed. The existing principles can be briefly described as below-

- Officers will not be transferred from a post before completion of three years. But it does not necessary mean that an officer cannot be transferred before three years period.
- Where husband and wife both are government employee, exceeding the three year rule, can be transferred to another places, if post are available for both.
- Officer performing regulatory functions will not be deployed in their home districts.
- There is also provision of mutual transfer before three years (Ali 2007:79-92).

Transfer and posting orders are made claiming that it is so made for 'public interest'. But in the absence of any objective criteria and lack of transfer and posting policy such claim become nothing but a formal statement. The three year rule/convention is not practiced. Sometimes it is so happen that an officer is transferred before s/he has understood the nature of work to be performed. Often transfer is considered as punishment or reward. Two things work here i) Political consideration and ii) *Tadbir* of officers for a desired posting by himself or through a high official or political leader like MP or Minister. There are some officers who want a posting any where in the Dhaka city. They try all out to stop transfer order out side Dhaka (if any) even with spending money for it or use their strong connection with high official or political leaders. Strong *tadbir* is always made for some key posts like DCs, SPs, UNOs, OCs and certain specified places of Income Tax, Customs, Police, Forest, Water Board, Power Board Roads and highways, Health etc, (Siddiqui, 2006:90).

Again due to lack of proper manpower plan many important posts remain vacant for long time. It is evident from the above discussions that civil administration always suffers from uncertainty and transfer phobia which is not healthy sign for any civil administration. This sign is repetitive and no government is different from other.

2.5.5. Inadequate Salary

Pay and pension are areas that form part of the civil service management. Appropriate pay commensurate with the level of responsibilities is necessary to maintain efficiency, morale, honesty and integrity in civil service. It is also essential to attract the best available talents to join civil service (Ali, 2007:55).

The basic framework of public service pay in Bangladesh is i) basic pay, ii) allowances and iii) perks. Basic pay is defined as the amount drawn monthly by the government servants (Ali, 2007:59). Basic pay is usually linked with employee's post and position. In addition to the basic pay government employees receive different types of allowances like house rent allowances and medical allowances in common with some other allowances. Perks are the in-kind benefits that government employees receive linked to their position, posting, duty and responsibility. These include transport, telephone, travel, insurance etc. The government employees also receive retirement benefits like gratuity and pension at the fixed rate linked with their last basic pay and length of service.

Due to continuous price hike and glaring huge increase of inflation a large gap between nominal salary and real salary has been created, which has resulted in grave sufferings of government employees. The World Bank (1996) in a study reported that this erosion of money caused more sufferings to those at the top level of the scales than those at the lower level. Over the years the purchasing power of the civil service pay decreased dramatically. There are great disparities between the salaries of public and private sector in Bangladesh will resulted into a failure to attract merit in the public sector. Public official must be adequately paid by the government so that government can attract and retain talent.

Many of the problems of Bangladesh civil bureaucracy can be linked with poor pay. Abed and Gupta (2002) stated that corrupted often come in the form of econometric calculations of gains and losses of individuals and the society from changing system inputs such as salaries, risks, and sanctions (Kristiansen and Ramili 2006).

2.5.6. Unsupportive Working Environment

Unsupportive working environment is an important de-motivating factor of the civil servants. The unsupportive working environment related de-motivating factors may be the followings which are i) the superior who neither praises good work nor mentors their subordinate ii) the civil servants miss

friendly and co-operative working environment iii) the staff who are not skilled enough to work well iv) there are many external (political and other) pressures and influence in the office and v) the civil servants sometimes subjected to unfair decision by their superior.

2.5.7. Negative Political Pressure

In our country administration is always to work and the influence of party in power. The administration can not take any free and fair decision. Sometimes, political influence breach factionalism in the administration which in turn results in demoralization, utter negligence of work and often serious tension among the bureaucrats. Ministers, especially those with greater political strength and influence and initiative, tended to stress their overall supervisory role to dominate and direct those in administration who versed under them, from secretaries downwards. (Ibid, p.173). The negative political culture impedes our economic growth, uncertain rule of law and so on.

2.5.8. Partisan Influence

The recruitment and promotion has been largely guided by consideration of loyalty and patronage rather than technical competence (World Bank 1996; GOB 2000). One author, who himself a civil servant, talks of seven types of factionalism in the civil service (Siddiqui 1996). A more important division among civil servants now is between pro-BNP and pro-Awami League supporters, which have destroyed the loyalty of the bureaucrats towards an impartial legal order. The most important form of the relationships is the nexus between major political parties and bureaucracy. The party rewards the loyal civil servant by quicker promotion, profitable postings and important positions in the party or party think tank or cabinet positions after his retirement.

2.5.9. Lack of Integrity

Public integrity refers to the consistency of actions, values, methods, measures and principles of a public agency. Integrity may be seen as the quality of having a sense of honesty and truthfulness in regard to the motivations for one's actions. The term corruption is often used as the antonym of integrity. The term hypocrisy is used to describe the situation when a part of a value system that is at odds with another, or that an outspoken value system (or explicit preferences) is not leading to congruent actions. Hypocrisy is the act of preaching a certain belief, but not holding or implementing these same virtues oneself. When used as a virtue term, 'integrity' refers to a quality of a person's character; however, there are other uses of the term.

Most accounts of integrity tend to focus on integrity as the integration of self and the maintenance of identity, integrity as standing for something, integrity as moral purpose, and integrity as a virtue. Even where the social and political dimensions of integrity are discussed, integrity is often seen as largely a private or personal affair – albeit one with important implications in the public sphere. Less attention has been given to ways in which political and administrative structures and processes may affect personal integrity. They can do this either by promoting or undermining features essential to having or practicing integrity, or the opposite. Ideally the institutions – including forms of government and economic arrangements – should be structured in ways that promote integrity

2.5.10. Nepotism

In our country administration is always to work and influence of party in power. So, here nepotism is widespread. The administration can not take any free and fair decision. Sometimes, political influence breach factionalism in the administration which in turn results in demoralization, utter negligence of work and often serious tension among the bureaucrats. So, nepotism is another curse of our politics and administration. The rules in our country pursue nepotism. They give privilege and

under advantage to their family members, kiths and kins on public resources. So the mass people remain after regime.

2.5.11. Lack of Political Commitment & long term vision regarding civil service

Lack of political commitment and long term vision regarding civil service is another important cause of inefficiency of civil service in Bangladesh. Politicization may cause a decline in the morale of the civil servants and reduce their efficiency and effectiveness. So, for improving the efficiency of civil service the political will and commitment is necessary.

2.5.12. Inadequate Emphasis on innovation

Bureaucracy in Bangladesh is generally considered as a closed system, which tries to resist change. Every administrative reform committee has tried to introduce substantive reforms and suggested innovations. Innovations in public governance are directly concerned with reforms and changes as processes of reorganization of public sector. Innovations in public governance are directly concerned

with reforms and changes as processes of reorganization and modernization of public sector. There are inadequate emphases on innovation in civil service which bring inefficiency in service delivery.

Public Sector Managerial Innovation means Generation, acceptance and implementation of new ideas, process, products or service to deliver services which create low cost, increase economic efficiency and effectiveness leading to better service for the citizens.

But public managers are often reluctant to be innovative because i) lack of physical and financial resources ii) lack of trained staff iii) unnecessary political influence and interference iv) improper rewarding systems v) risk avoidance behavior vi) lack of supportive environment. And then ways to facilitative managerial innovation are as i) an appropriate performance evaluation system ii) periodical training and development programmes iii) freedom from political interference iv) favorable circumstances

2.6. Framework for Analysis:

There are a number of theories of motivation of which some highly developed or widely accepted theories are discussed in this chapter. Motivation is always very complex topic dealing with human behavior. For analytical purpose this study should be placed within some meaningful conceptual framework. Such a framework would serve as a vehicle to organize and explain our findings.

To analyze the responses collected from the practicing civil servants of BCS, in the light of the above, no master theory can be used. Because each theory of motivation suggests different dimensions in the work related motivation. Again many of the theoretical approaches are complementary rather than contradictory (ibid). So it is very difficult to choose the best theory rather it is good to see which theory relatively better speaks about the study under consideration.

Under the theory of motivation we discussed three broad categories of motivation theory, viz. ***need theory, cognitive theory and reinforcement theory***. Each of the theories of motivation has some ability to explain motivation in the work situation and hence the in the BCS. The various parts of the theories are complementary in many ways, theories can be used simultaneously to explain the work related behavior of the individuals. Say, an individual who has a strong need for achievement may also make equity comparisons with their peers regarding how their peers are being rewarded for the similar inputs. At the same time, managers also observe that different individuals are motivated by different stimuli. So their choices must be taken into consideration. In this view point for a

comprehensive analytical purpose, as each of the major approaches to motivation provides an important perspective of individual and organizational behavior, therefore a blend of the theories discussed in this chapter will be used in this study to analyze the findings.

For analyzing motivation and de-motivation in Bangladesh Civil Service here we propose an analytical framework blending the theories of motivation which will be used in this study for analysis of findings. The linkage between theory and variables are shown in the following table 2.2:

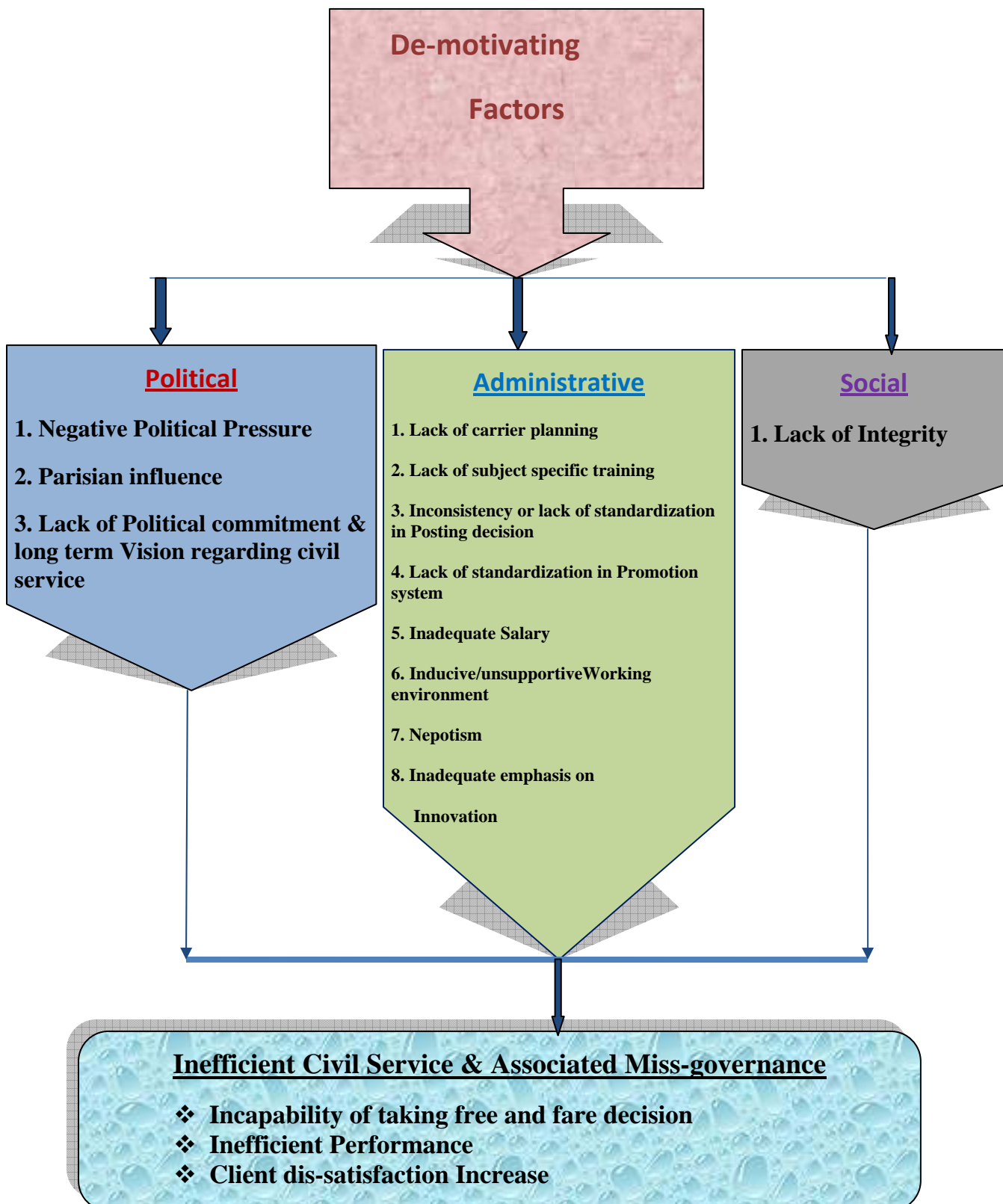
Table -2.2: Theory and Variables Linkage

Sl. No	Independent Variables	Related Theories
1	Carrier planning	Skinner's Reinforcement Theory
2	Lack of proper training	Herzberg's Two Factors Theory (Hygiene Factor)
3	Posting/Placement	Herzberg's Two Factors Theory (Hygiene Factor)
4	Promotion	Herzberg's Two Factors Theory (Hygiene Factor) Maslow's Status Needs, Alderfer's Growth Needs
5	Working Environment	Herzberg's Two Factors Theory (Hygiene Factor)
6	Inadequate Salary	Maslow's Status Needs, Herzberg's Two Factors Theory
7	Nepotism	ERG theory, Equity theory
8	Negative Political pressure	Equity theory
9	Partisan influence	Equity theory
10	Lack of Political commitment & long term Vision regarding civil service	ERG theory
11	Inadequate emphasis on Innovation	Herzberg's Two Factors Theory (Hygiene Factor)
12	Lack of Integrity	ERG theory

A total of 12 independent variables are selected to explain three dependent variables of 'Motivation' and 'De-motivation'. The variables are negatively presented in case of De-motivation because sound situation cannot de-motivate someone. Those variables are somehow influence the motivation of civil servants that means de-motivate them and decrease the efficiency of civil servants. Finally it makes the bureaucratic inefficiency and it is one of the components of Miss-governance.

The analytical/conceptual framework of the study is as follows:

Figure-2.1: ANALYTICAL FRAMEWORK



Chapter-3

Data Analyses, Findings and Discussion

3.1. Introduction:

The preceding chapters discussed about the background, concepts, theories, policy, present perception and practical situation of the motivation of Bangladesh Civil Service (BCS). It is obvious from the previous discussion that the idea of motivation in BCS for enhancing efficiency, work performance and improvement of service delivery is very much traditional and no care has been taken so far for improvement of motivation, morale and service delivery even now when there is a global shift towards modern public administration. The main objective of the present study is to review the status and nature of motivation of the civil servants of Bangladesh working at District level. The specific objectives are to identify and trace the factors (as well as their manifestations) which influence the motivational level of that civil servants. To fulfill the purpose responses from 50 district level civil servants of different Batches, Cadres, and Designations were surveyed with a structured questionnaire. In the subsequent sections the survey results will be analyzed. As we have discussed in the method of study, we have used a 5 point Likert type scale in designing the questionnaire to get the responses of the district level civil servants. And all the values we used in analyzing the data for rank and level are expressed in the mentioned 5 point scale where 1 is used for minimum and 5 for maximum and median value is 2.5.

3.2. Demographic Analysis:

A total of 50 respondents were interviewed for primary data collection. Figure-3.1 illustrates the percentage distribution of the Designation of the respondents which is more or less normally distributed. Deputy Secretary (or equivalent) s are the majority number of respondents which are 42% (n = 21), 38 percent (n = 19) were of the rank of Senior Assistant Secretary and 20 percent (n = 10) were Assistant Secretary. Figure-3.2 presents the frequency of gender distribution of the sample where 45 male respondents and 5 female respondents.

Regarding cadre distribution (Figure-3.3), the administration cadre representation were 38% (n = 19), majority group. The second highest representation were from Agriculture cadre which were 18% (n = 9). 8 respondents from BCS Public Works cadre having 16% representation of total sample size and 7 respondents from both BCS Health and BCS Roads and Highways cadre which were 14% (n = 7).

Figure-3.1: Designation

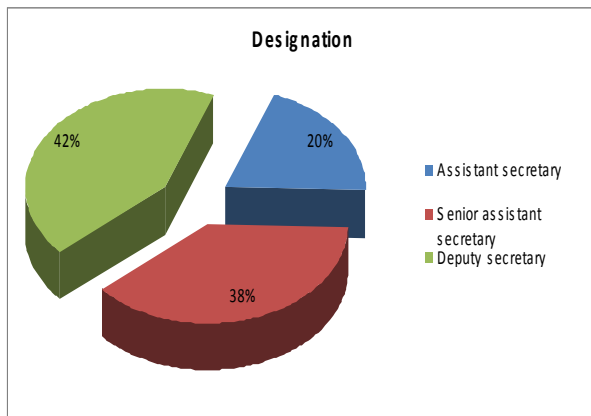


Figure-3.2: Gender

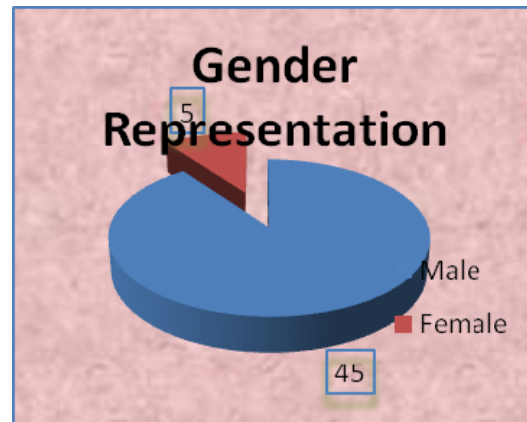


Figure-3.3: Cadre Representation of the Respondents

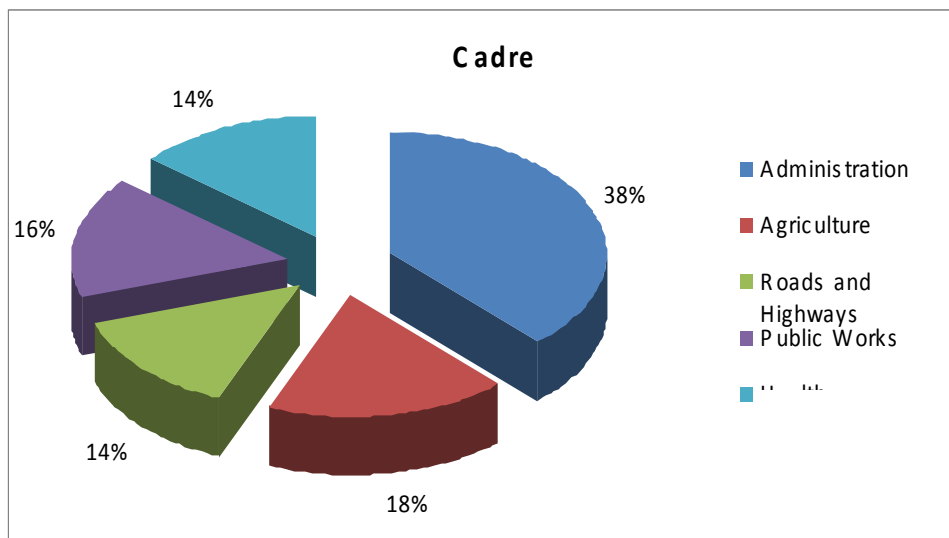
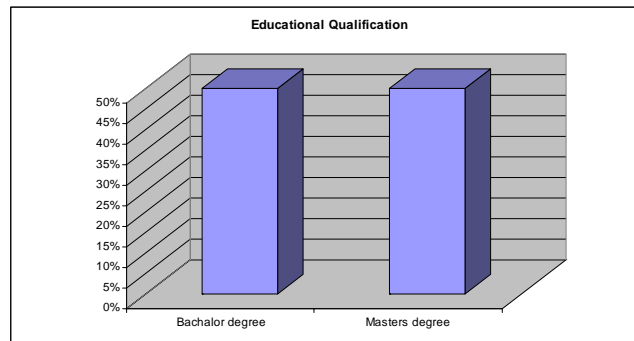


Figure-3.4 illustrate that respondents possessed strong educational backgrounds. The graphs depict that the 50 percent respondents were Bachelor degree holder and 50 percent were Masters degree holder. So, it is easily comprehensible that the respondents of this study are highly educated.

Figure-3.4: Educational Qualification



Year of the experience of the respondents shows by the Figure-3.5. Most of the respondents i.e. 34% (n = 17) have been working in civil service for above 25 years. 22 percent respondents have 11-15 years experience (n = 11). 1-5 years experience have 20% (n = 10) respondents which were in number 10. 14% (n = 7) respondents have 6-10 years experience and 10% (n = 5) respondents have 16-20 years.

Figure-3.5: Year of the Experience of the respondents

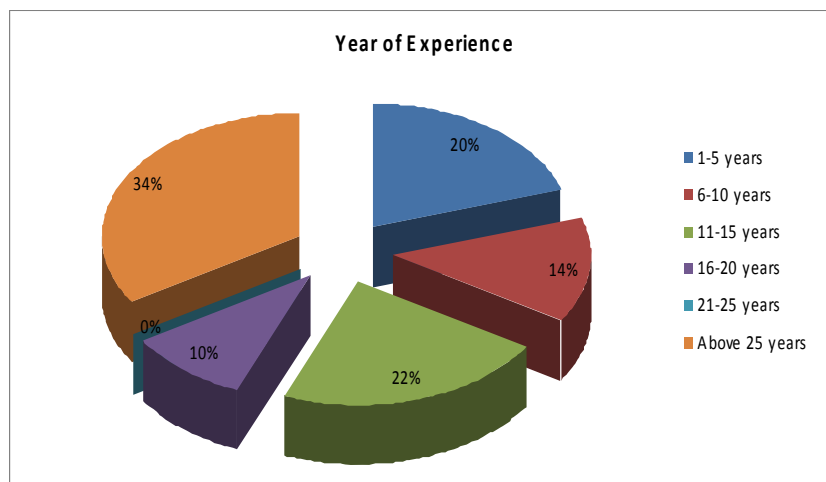
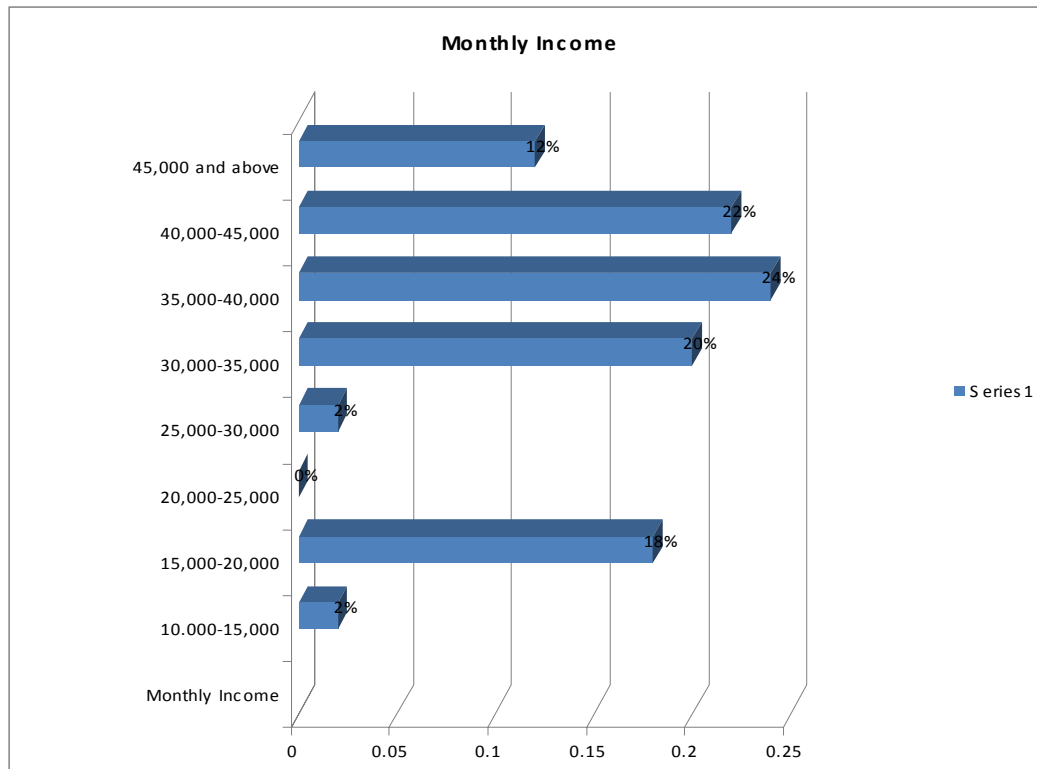


Figure-3.6 shows monthly income of the respondents. The graph depicts that most of the respondents monthly income in between the range 35,000-40,000 (24%, n = 12) and second highest 40,000-45,000 (22%, n = 11). As we found that majority of respondents are deputy secretary or equivalent level and above 25 year work experience have most of them so most of the respondent the monthly income are in the range of 35,000-40,000 per month which is logical.

Figure-3.6: Monthly Income of the Respondent

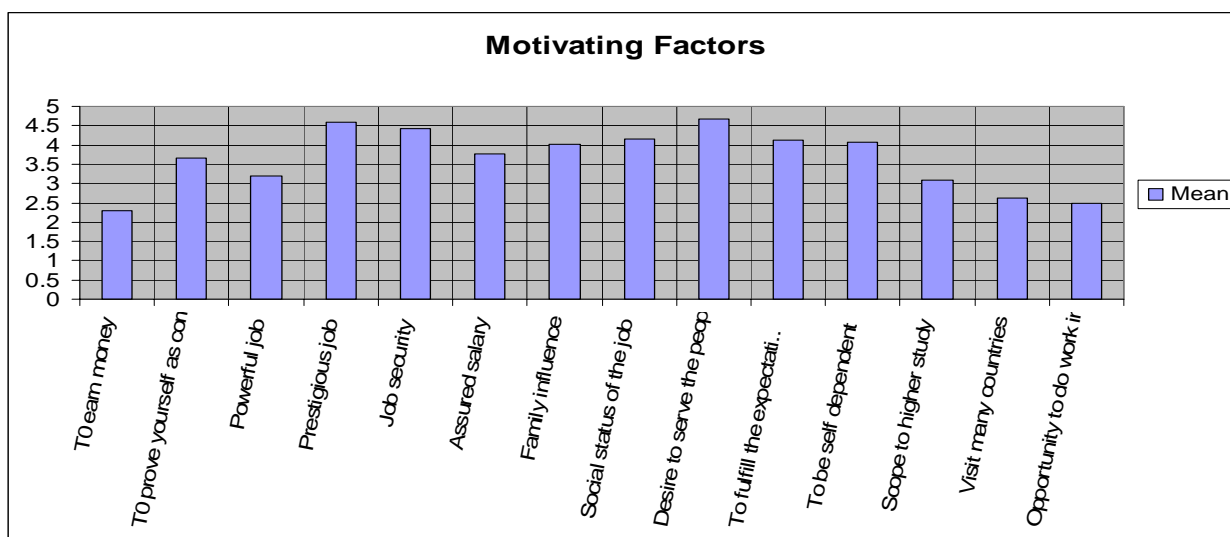


3.3. Motivating Factors for Joining the Civil Service

Whatever the condition of the service is, getting a job in any organization is still very difficult in Bangladesh. However the prospective candidates still possess a positive outlook about joining civil service. The most important factor that de-motivates or does not attract the prospective candidates is very low salary and benefits. Job security is always considered an important factor of motivation in the civil service of Bangladesh. When the respondents were asked what are the factors that motivate them to join the civil service? In response we got very interesting and optimistic response which is shown in Figure-3.7. The factors which motivate for joining the civil service with the mean of motivation level is illustrated in the below figure-3.7. In this study, to know the motivating factors to joining the civil service respondents were asked by the factors such as (i) desire to serve the people, (ii) prestigious job, (ii) job security, (iv) social status of the job, (v) to fulfill the expectation of

society, (vi) to be self dependent, (vii) family influence, (viii) assured salary, (ix) to prove yourself as competent, (x) powerful job, (xi) scope to higher study, (xii) visit many countries, (xiii) opportunity to do work in abroad and (xiv) to earn money. Among the dynamics, *desire to serve the people, prestigious job, job security, social status of the job* have got comparative high scores (Table-3.1) and we found that *cent percent* respondents are motivated by those factors to join the civil service. Moreover, *to fulfill the expectation of society, to be self dependent* and their *family influence* motivate them for joining civil service.

Figure-3.7: Motivating Factors for Joining the Civil Service with level of motivation



In the socio-economic context of Bangladesh the civil service job is considered as most honorable and powerful job. Except a few sensitive cases, the civil servants in Bangladesh enjoy a significant job security. Only two components the respondents ranked below median are to earn money and scope to do work in abroad. The study also found that at the time of joining the civil service the respondents were less enthusiasm to earn money but later most of the civil servants expressed their grievances regarding inadequate salary which will be discussed later in this chapter.

Table-3.1: Descriptive Statistics and Chi-square test of Motivating Factors

Motivating Factors	N	Mean	Std. Deviation	Rank according to mean	Chi-Square	Df.	Asymp. Sig. (p-value)
Desire to serve the people	50	4.68	.513	1	35.320	2	.000
Prestigious job	50	4.58	.785	2	61.200	3	.000
Job security	50	4.42	.785	3	36.880	3	.000
Social status of the job	50	4.16	.738	4	4.480	2	.106
To fulfill the expectation of society	49	4.12	.832	5	60.694	4	.000
To be self dependent	48	4.08	1.007	6	15.333	3	.002
Family influence	48	4.02	.887	7	2.375	2	.305
Assured salary	49	3.76	1.234	8	18.653	4	.001
To prove yourself as competent	48	3.67	1.038	9	5.667	3	.129
Powerful job	43	3.21	1.059	10	12.698	4	.013
Scope to higher study	47	3.09	1.282	11	3.532	4	.473
Visit many countries	49	2.63	1.410	12	8.245	4	.083
Opportunity to do work in abroad	49	2.49	1.227	13	15.592	4	.004
To earn money	46	2.30	1.008	14	22.261	4	.000

Chi-Square Test of the Motivating Factors

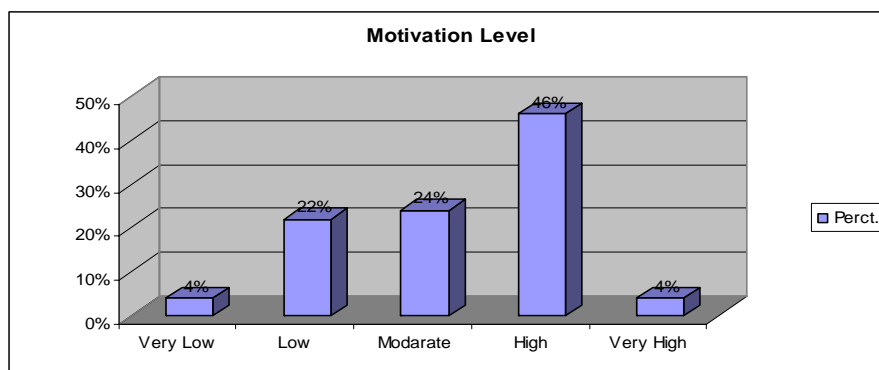
To measure the significance level, the chi-square test has done for the variables. The *chi-square distribution table* has been used to determine the significance of the value. Chi-square test result of the motivating factors of civil servants (Table-3.1) has showed the p-values and the values of degrees of freedom (Df). The determined p-values have been found significant in the *chi-square distribution table*. Therefore, it indicates that the selected variables have substantial influence on the motivation of district level civil servants.

The Table-1.3.1(appendix-1) shows the correlation among motivation level of respondents and motivation related variables. The Pearson two tailed correlation coefficient was used to find out the degree of association among the variables. All respondents were asked to give opinion about the extent of their motivation on the variables i.e. to earn money, to prove yourself as competent, powerful job, prestigious job, job security, assured salary, family influence, social status of the job, desire to serve the people, to fulfill the expectation of society, to be self dependent, scope to higher study, visit many countries and opportunity to do work in abroad. The result indicates that there was highly significant and positive relationship among the variables social status and family influence; to be self dependent and job security; to prove yourself as competent and scope to higher study; social status and visit many countries; scope to higher study and visit many countries; visit many countries and opportunity to do work in abroad while to earn money has no significant relationship with motivation.

3.4. Motivation level of the Respondents

In exploring the motivational level of the studied district level civil servants a five point-Likert scale has been used to measure the level of motivation, range at '1' is for 'very low'; '2' is for 'low'; '3' is for 'moderate'; '4' is for 'high' and '5' is for 'very high' levels. The SPSS tool has been used to analyze the collected data in form of number. From the present study, we found that considering all merits and demerits of their present service 46% of the respondents ranked in 4 and 24% respondents ranked in 3(Figure-3.8).

Figure-3.8: Motivation Level of Respondents



Descriptive statistics of this study showed that the mean value of motivation level is 3.24 and standard deviation is 0.981 (Table-1.3.2). Therefore, motivation level of district level civil servants is more than the moderate level (3.24) in average. The standard deviation (Table-1.3.2) is not quit low because motivation level varies with individual characteristics, posting position familial condition and posting places.

3.5. Factors Responsible for De-motivation

The main aim of the present study is determine the de-motivation level of the district level civil servants and identify the factors which are influencing the motivation level or de-motivate them. Considering the overall socio-political condition and overall management of the civil service we have tried to find out some factors de-motivate the district level civil servants. for this purpose we asked the respondents by the components (1) Inadequate salary, (2) Lack of standardization in promotion system, (3) Lack of standardization in posting, (4) Lack of effective career planning, (5) Inadequate emphasis on innovation, (6) Lack of political commitment and long term vision regarding civil service, (7) Unsupportive working environment, (8) Negative political pressure, (9) Lack of subject specific training, (10) Nepotism, (11) Partisan influence and (12) Lack of integrity.

Study result presented in Figure-3.9 and in Table-3.2 which shows that, the most of the respondents put almost similar importance for *inadequate salary, lack of standardization in promotion system, lack of standardization in posting system, lack of effective career planning, inadequate emphasis on innovation and lack of political commitment and long term vision regarding civil service as de-motivating factors.*

Figure-3.9: Factors Responsible for De-motivation

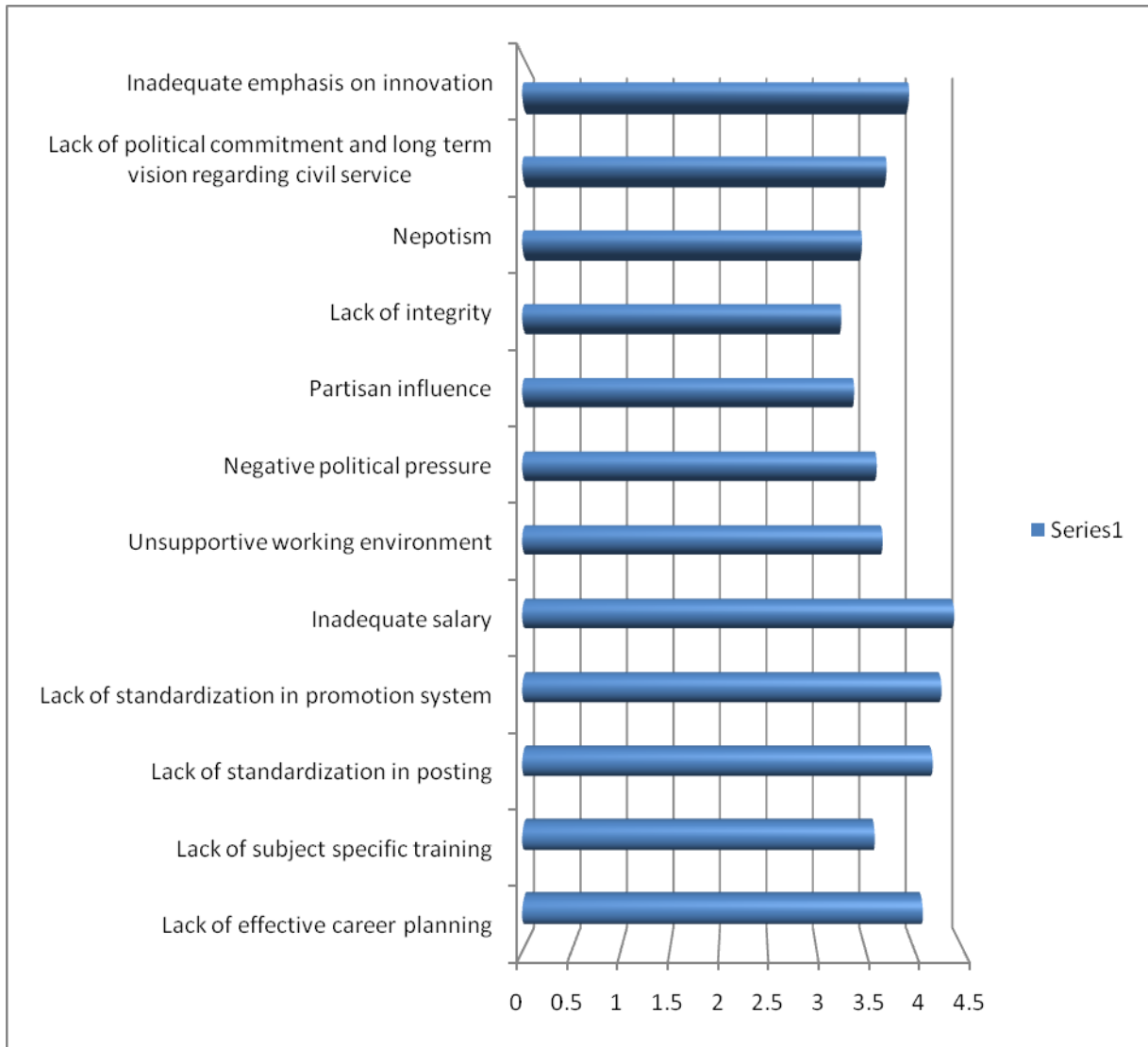


Table-3.2: Descriptive Statistics and Chi-square test of De-motivating Factors

De-motivating factors	N	Mean	Std. Deviation	Rank according to mean	Chi-square	Df.	Asymp. Sig. (p-value)
Inadequate salary	48	4.40	.844	1	35.833	3	.000
Lack of standardization in promotion system	49	4.27	.758	2	26.020	3	.000
Inconsistency or Lack of standardization in posting	49	4.18	.697	3	7.878	2	.019
Lack of effective career planning	48	4.08	.739	4	33.833	3	.000
Inadequate emphasis on innovation	49	3.94	.827	5	21.122	3	.000
Lack of political commitment and long term vision regarding civil service	49	3.71	1.099	6	16.000	4	.003
Inducive or Unsupportive working environment	49	3.67	1.068	7	2.020	3	.568
Negative political pressure	49	3.61	1.272	8	11.510	4	.021
Lack of subject specific training	49	3.59	1.039	9	2.673	3	.445
Nepotism	48	3.46	.967	10	34.500	4	.000
Partisan influence	48	3.38	1.282	11	4.708	4	.319
Lack of integrity	48	3.25	1.101	12	11.167	4	.025

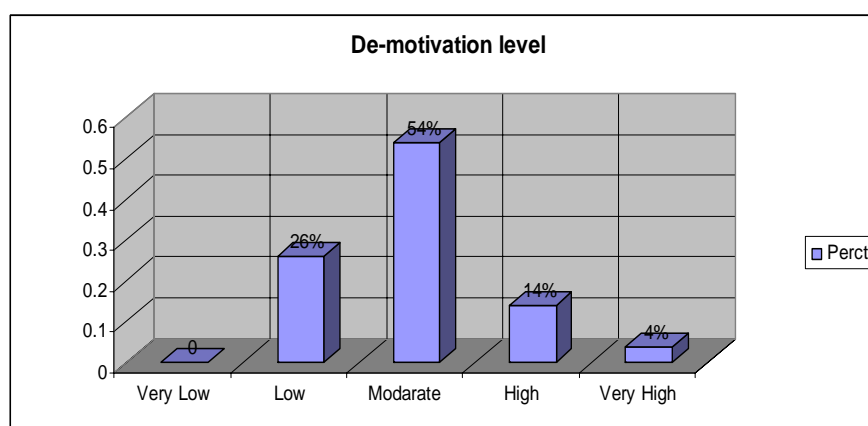
Chi-square test result of the de-motivating factors of civil servants (Table-3.2) has showed the p-values and the values of degrees of freedom (Df). The determined p-values have been found significant in the *chi-square distribution table*. Therefore, it indicates that the selected variables have substantial influence on the de-motivation of district level civil servants.

3.6. De-motivation Level of the Respondents

The present study has tried to explore the level of de-motivation of the district level civil servants and what are the de-motivating factors. The respondents were asked whether they feel de-motivated or

not in the civil service. From the previous section we have seen that most of the civil servants join the civil service with a great enthusiasm of desire to serve the people. But after joining the service their feeling is different from earlier position. The Figure-3.10 shows 54% respondents feel moderately de-motivated in the service for different causes and 14% respondents are highly de-motivated and Table-1.3.3 shows that the mean value 2.74 which is above the average value and standard deviation is 0.723.

Figure-3.10: De-motivation level of the Respondents



3.7. Illustration of the each De-motivational Factors

There are many factors that de-motivate employees to work efficiently to achieve organizational goals. In this study, we tried to determine the factors influencing the motivational level of district level civil servants which affects their efficiency. We asked the respondents what the factors that de-motivated them for work are. The respondents ranked the asked component in between 1-5. Table-3.2 shows that the mean value of all the factors is above 3 that indicate those factors have significant relation with de-motivation of civil servant. We tried to identify how each of the factors brings inefficiency in civil service and the results are discussed elaborately below.

3.7.1. Lack of Effective Career Planning

Career Planning is considered to be an important aspect of civil service management. Table-3.3 shows the de-motivation level relating to Lack of Career Planning. From the Table-3.3 we found that all respondents (100%) expressed that they feel de-motivation and they thought the lack of effective

career planning is a cause of inefficiency of field level civil servants. Most of the respondents 64% (n = 32) ranked 4 for lack of effective career planning in the 5 point scale.

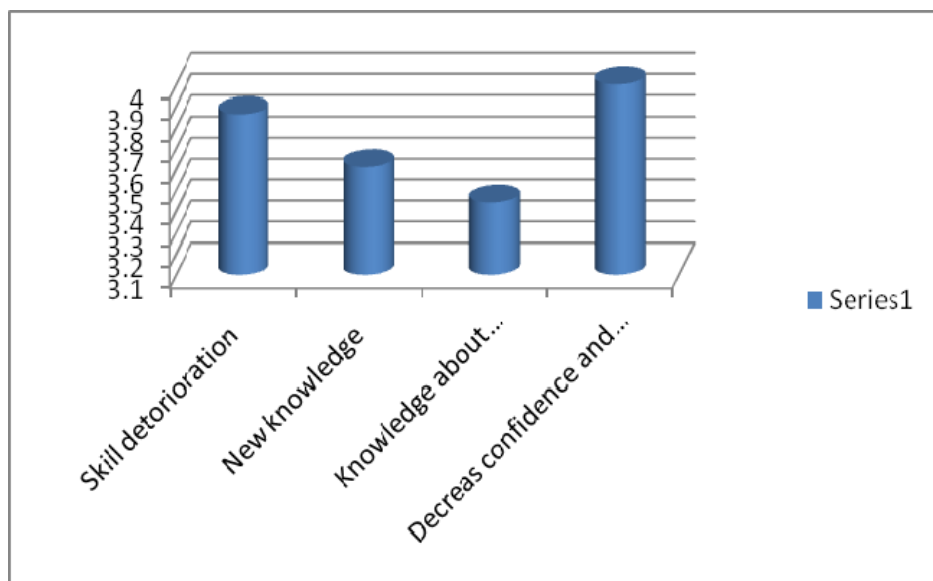
Table-3.3: Lack of Effective Career Planning

De-motivation level	N	Mean	Response	Frequency	Std. Deviation	Chi-Square test	Df	Asym. Sig.
Very Low	0	3.84	Yes	50 Total- 50	.681	43.120	3	.000
Low	2							
Moderate	10							
High	32							
Very High	6							

3.7.2. Lack of Subject Specific Training

The Table-1.3.4, Table-1.3.5 and Figure-11 shows the results related to subject specific training. The Table-1.3.5 shows that 72% (n = 36) respondents thought that lack of subject specific training as a factor of de-motivation for district level civil servants which affects their efficiency.

Figure-3.11: Lack of Subject Specific Training as De-motivating Factor



They think that lack of subject specific training is the cause of inefficiency of district level civil servants because it is the cause of skill deterioration, inadequate opportunity of security of new knowledge, lack of knowledge about the changes in the rules and regulations and finally for this reason decrease the confidence & competence of field level civil servants. From the Table-1.3.6 and Figure-3.11 we found, most of the respondents thought that skill deterioration and decreasing confidence and competence of the district level civil servants are the result of lack of subject specific training.

Alam, M. (2006) described that lack of detailed job specification leading to job description for field level officials, lack of coordination and absence of proper and timely documented guidelines for achieving results would act as barriers to the achievement of the MDGs at the field level.

The civil servants could be motivated by:

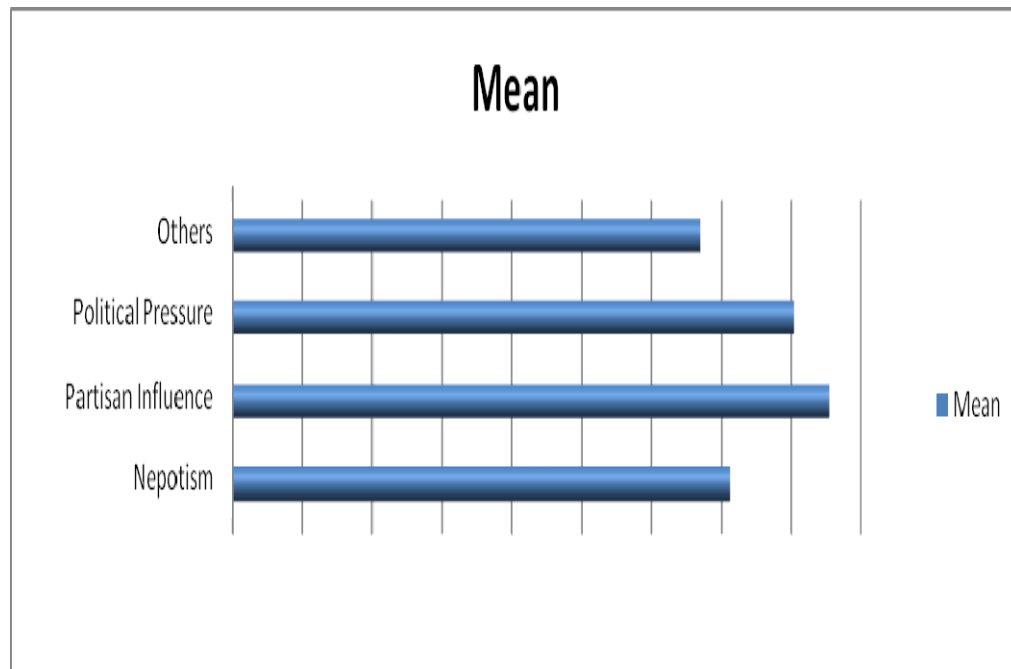
- Appropriate training
- Compensation for additional work
- Recognition for good performance

3.7.3. Lack of Standardization in Promotion as De-motivating factor

From the Table-1.3.6 we found that 88% (n = 44) respondents thought there are *Glass ceiling* in promotion present practiced promotion system. Table-1.3.6, Table-1.3.7 and Figure-3.12 depicts the results regarding barrier in promotion.

In order to identify the factors which is the barrier of promotion of general civil servant we asked the respondent by the factors nepotism, partisan influence, political pressure and others. Among the factors *partisan influence* have got the highest scores (Figure-3.12 and Table-1.3.8). The second highest score got by the factor *political pressure* and then *nepotism*.

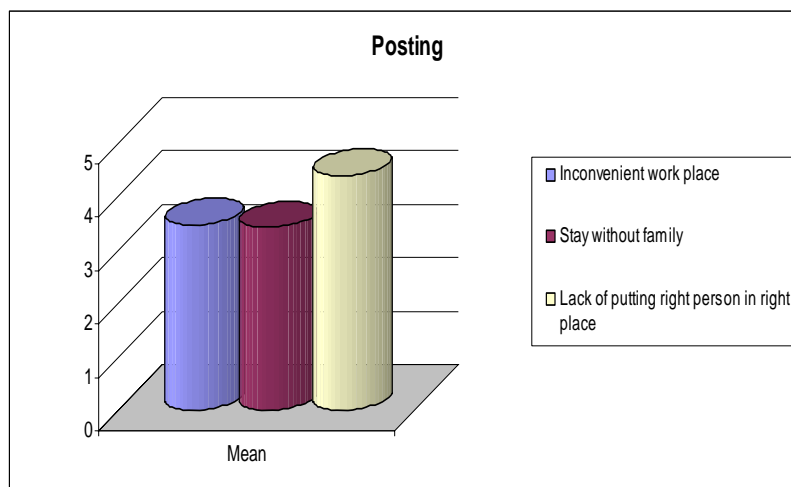
Figure-3.12: Glass ceiling in promotion



3.7.4. Inconsistency or Lack of Standardization in Posting

The Figure-3.13 and associated Table show the result related to posting. From the present study we found that almost all the respondent (96%, n = 48) shows that posting as de-motivating factor and it is one of the important cause of inefficiency of civil service because its the reason of lack of putting right person in right place.

Figure-3.13: Posting



Bright and energetic human resources constitute the most important component of bureaucracy. The achievement of the government's vision and missions depends on a capable person in the right place. As a matter of fact, a sound and effective human resource management is seen as the most significant variable that determines the performance of government. Thus public administration theorists and practitioners similarly attach a significant importance on the need for ensuring a competent and efficient use of human talents (Siddique N.A., 2003)

Table-3.4: Posting as de-motivating factor

Posting related de-motivating variables	N	Mean	Std. Deviation	Chi-Square test	Df	Asym. Sig.
Inconvenient work place	48	3.48	1.167	10.125	4	.038
Stay without family	48	3.44	1.398	5.542	4	.236
Lack of putting right person in right place	48	4.42	.964	69.083	4	.000

3.7.5. Inducive or Unsupportive Working Environment in Office

Figure-3.14 and Table-3.4 shows the result related to work environment in office where almost all of the respondent identify that (i) *staff are not skilled enough to work well* (ii) *there are many external (political and other) pressure and influence in the office* as the most influential de-motivating factor related to work environment in office. The factors *my superiors neither praises good work nor mentors me* have got third position which de-motivate the field level civil servants.

Figure-3.14: Work Environment in office



Khaleque and Rahman (1987) conducted a research on performance, motivation and ability and they found that factors like good relations with colleagues, duration of work, working environment, recognition for good work and job security were perceived by the workers to be more important than autonomy in work, job status, management policy and participation in decision making.

Table-3.5: Factors de-motivate related to Work Environment in Office

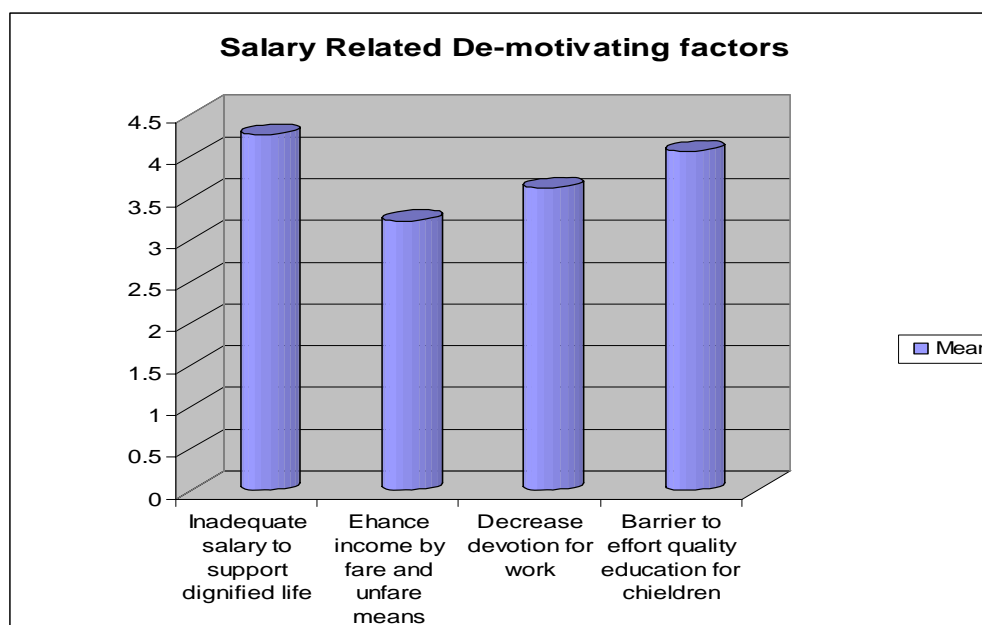
Factors related to Work Environment in Office	N	Mean	Std. Deviation	Chi-Square test	Df	Asym. Sig.
Superior praises and mentors	49	3.14	1.190	7.837	4	.098
Friendly environment	48	2.94	1.040	15.542	4	.004
Skilled staff	46	3.67	1.136	32.043	4	.000
External pressure in office	49	3.61	1.133	14.367	4	.006
Unfair decision by superior	49	2.43	1.173	14.163	4	.007

The study conducted by Debnath et.al.(2011) showed that satisfaction with family and social lives had positive influence on the overall job satisfaction of the workers. They found that environment, recognition for good work and job security were perceived by the workers to be more important than autonomy in work, job status, management policy and participation in decision making. The most important causes of dissatisfaction as perceived by the workers were poor wage, lack of promotional opportunity, poor management and job insecurity.

3.7.6. Inadequate Salary

In the present study, respondents identify inadequate salary as an important de-motivating factor because for this reason the field level civil servant can not lead the dignified life (100%, n = 50) and can't effort quality education to their children (96%, n = 48). 96 percent respondent (n = 48) thought because of inadequate salary over time there has been decrease in the devotion for work as compare to initial years in the career of field level civil servants. All the result depicts by the Figure-3.15 and Table-3.5.

Figure-3.15: Salary



Low salary package, absence of merit/performance based recruitment and promotion; less challenging jobs are the main causes of avoiding the civil service. There are a number of civil

servants to whom the security of the service, opportunity to do work / study abroad, serving the nation or desire of family members is the prime consideration / appeal (Saleh 2009).

Motivational approaches are also linked with the level of performance and efficiency. Based on empirical research Jahan (2006) reported that in Bangladesh, 80 percent of both entry and mid level civil servant think poor salary as de-motivating factor for civil service. From the study results it is evident that de-motivating factor is strong enough to overshadow motivating factors.

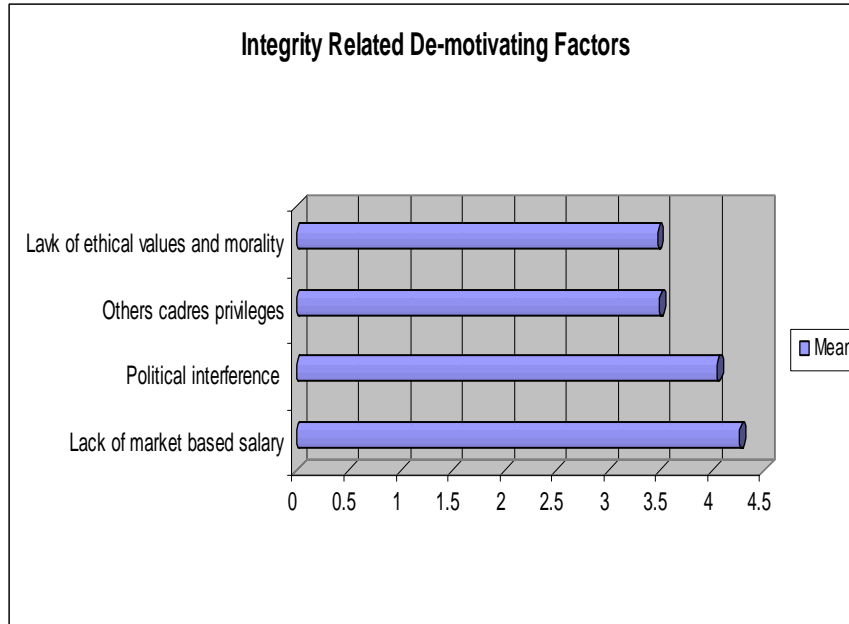
Table-3.6: Salary

Factors related to Inadequate Salary	N	Mean	Std. Deviation	Chi-Square test	Df	Asym. Sig.
The salary is inadequate to support a dignified life	50	4.26	.803	32.400	3	.000
More thoughts on enhancing alternative income through faire & unfair means	47	3.23	1.088	34.277	3	.000
Over time there has been decrease in the devotion for work as compare to initial years in the career	48	3.62	.959	48.042	4	.000
Can not effort quality education to children	48	4.06	.885	35.958	4	.000
Valid N (listwise)	47					

3.7.7. Lack of Integrity

Table-3.6 and Figure-3.16 shows the result of integrity related de-motivating factors. from the study we found that most of the respondents think that (i) lack of market based salary which is a barrier of living dignified life, (ii) political interference and nepotism that the cause of lack of putting right people in right place are the most important factors for the lack of integrity of the district level civil servants.

Figure-16: Integrity



One of the most serious challenges in civil service reform is dealing with corruption and lack of strong ethics and professionalism (Rahman, 2001:5).

Table-3.7: Integrity Related De-motivating factors

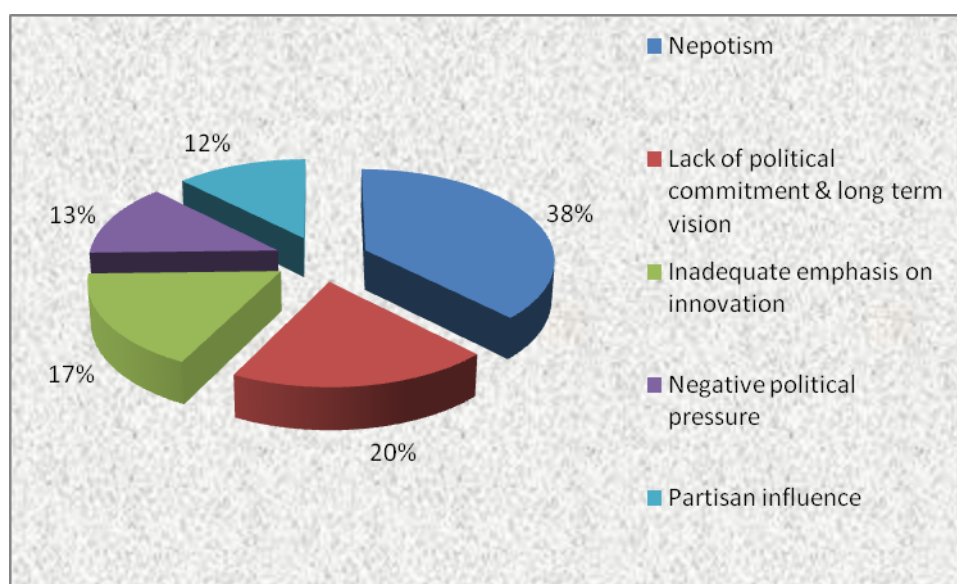
Factors related to Integrity	N	Mean	Std. Deviation	Chi-Square test	Df	Asym. Sig.
Lack of market based salary which is a barrier of living dignified life	40	4.27	.905	23.000	3	.000
Political interference and nepotism that the cause of lack of putting right people in the right place	40	4.05	.876	1.400	2	.497
Some other cadres have more privileges i.e. lack of equity and fairness	40	3.50	1.340	7.500	4	.112
Lack of ethical values and morality	40	3.48	1.012	5.400	3	.145

Others	1	5.00				
--------	---	------	--	--	--	--

3.7.8. Nepotism, Lack of Political commitment & long term Vision regarding civil service, Inadequate emphasis on Innovation, Negative Political Pressure and Partisan Influence

From the Table-1.3.8 and Figure-3.17, we found that 96 percent respondent think lack of political commitment & long term vision regarding civil service and 94% respondent think inadequate emphasis on innovation as an important de-motivating factor. Whereas 82 percent respondents think partisan influence, 80% respondent think nepotism and 78% think negative political pressure as sever de-motivating factor. From the Table-3.7, Skewness and Kurtosis result, shows that data are normally distributed.

Figure-3.17: De-motivation Related Others factors



Politicization may cause a turn down in the self-esteem of the civil servants and reduce their competence and efficiency. 'Faulty recruitment and politicization may create a vicious cycle: because of politicization fewer interested, meritorious candidates enter the civil service; with fewer meritorious new entrants, the scope for politicization increases; and this further deters the most able candidates from entering the civil service (Jahan, 2006: 2)'. In the end this process could damage the complete administration.

In this context, many studies have shown that poor salary, ineffective promotion, transfer and posting policy, politicization, no scope for innovation, no recognition/punishment, no career planning create dissatisfaction and de-motivation among the civil servants and that affect their efficiency and efficacy. The ultimate result of inadequate or lack of motivation is poor performance and ineffective and lackluster service delivery (Karim 2009, Chakraborty 2008; Jahan 2006).

Table-3.8: Others Factors Responsible for De-motivation

Factors Responsible for De-motivation	N	Mean	Std. Deviation	Rank according to mean	Skewness		Kurtosis	
					Statistic	Std. Error	Statistic	Std. Error
Nepotism	40	3.55	.986	1	1.547	.337	.407	.662
Lack of Political commitment & long term Vision regarding civil service	50	1.88	.982	2	.249	.337	-1.973	.662
Inadequate emphasis on Innovation	50	1.62	.901	3	.846	.337	-1.243	.662
Negative Political Pressure	50	1.22	.418	4	1.394	.337	-.061	.662
Partisan Influence	50	1.18	.388	5	-.758	.369	-.189	.724

The recruitment system is also degraded and politicized. The defective recruitment practice and the politicization of the civil service are the main problems of attracting and retaining talent in the Bangladesh civil service (Jahan, 2006: 2).

3.8. Relationship among De-motivation related Data and De-motivation level

In order to determine the correlation among the de-motivating factors and de-motivation level of the respondents we use the Pearson product-moment correlation coefficient. The following Table-3.8 indicates the significant relationship among several de-motivating factors.

Table-3.9: Relationship among De-motivation related Data and De-motivation level

Correlation	D. M.	1	2	3	4	5	6	7	8	9	10	11	12
De-Motivation level	1												
Lack of effective career planning		1											
Lack of subject specific training			1										
Lack of standardization in posting		0.296*	0.307*	1									
Lack of standardization in promotion system		0.035	-0.124	-0.055	1								
Inadequate salary		0.117	0.094	0.087	-0.137	1							
Unsupportive working environment		0.169	0.046	0.334*	-0.045	0.662**	1						
Negative political pressure		0.146	0.335	0.411**	-0.064	0.219	0.319*	1					
Partisan influence		0.212	0.256	0.4624**	-0.236	-0.045	0.149	0.491**	1				
Lack of integrity		0.288*	0.221	0.240	-0.057	0.166	0.340*	0.460**	0.541**	1			
Nepotism		0.273	0.171	0.215	-0.085	0.347*	0.313*	0.519**	0.506**	0.470**	1		
Lack of political commitment and long term vision regarding civil service		0.315*	0.060	0.179	-0.032	0.345*	0.451**	0.321*	0.403**	0.424**	0.537**	1	
Inadequate emphasis on innovation		0.009	0.334*	0.164	-0.173	-0.025	0.142	0.512**	0.536**	0.480**	0.510**	0.416**	1

* Correlation is significant at the 0.05 level (2-tailed).

** Correlation is significant at the 0.01 level (2-tailed).

The above Table-3.8 shows the correlation among the de-motivation level of respondents and de-motivation related variables. The Pearson two tailed correlation coefficient was used to find out the degree of association among the variables. All respondents were asked to give opinion about the extent of their de-motivation on the variables i.e. lack of effective career planning, lack of subject specific training, lack of standardization in posting, lack of standardization in promotion system, inadequate salary, unsupportive working environment, negative political pressure, partisan influence, lack of integrity, nepotism, lack of political commitment and long term vision regarding civil service, inadequate emphasis on innovation. The pattern of result revealed that nepotism and negative political pressure; negative political pressure and inadequate emphasis on innovation; partisan influence and lack of integrity; nepotism and partisan influence; partisan influence and inadequate emphasis on innovation; inadequate salary and unsupportive work environment; nepotism and lack of

political commitment & long term vision regarding civil service variables have positive and highly significant relationship with de-motivation.

The findings indicate that inadequate salary and lack of standardization in promotion system are the topmost de-motivating issue among the job characteristics. 92 percent respondents think that by any how they are de-motivated with inadequate salary. 100% respondent think the salary is inadequate to support a dignified life whereas 94% respondents think as because of this inadequate salary they can't effort quality education for their children and 90% think overtime there has been decrease in the devotion for work as compare to initial years in the career which brings inefficiency in civil service. Other than this 84 percent respondents think that for the reason of inadequate salary there are more thoughts on enhancing alternative income through faire and unfair means.

3.9. Regression Analysis

Regression model summary/ANOVA result (Table-3.9) has been used to find the answer of the question-‘To what extent the variables (nepotism, negative political pressure) can explain the whole de-motivation of civil servants?’ The correlation of coefficient is (+.519). The R-square adjusted is 0.254. Thus, the model composing nepotism and negative political pressure can explain about 25.4% of whole de-motivation of district level civil servants and also result is statistically significant at the level of $p < 0.05$, where $F = 16.990$.

Table-3.10: Regression Model Summary/ ANOVA

Mode l	R	R Square	Adjusted R Square	Std. Error of the Estimate	F	Sig.
1	.519(a)	.270	.254	1.107	16.990	.000(a)

a Predictors: (Constant), Nepotism

b Dependent Variable: Negative political pressure

In the following table (Table-3.10), it is found that nepotism and negative political pressure have positive and significant impact on de-motivation of district level civil servants. Where, nepotism it self explained 51.9% of total de-motivation. Model revealed that both nepotism and negative political pressure have positive and significant relationship with de-motivation of district level civil servants.

Table-3.11: Coefficients (a)

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	1.243	.600		2.073	.044
	Nepotism	.689	.167	.519	4.122	.000

a Dependent Variable: Negative political pressure

The present study results revealed that because of work under negative political pressure and nepotism sometimes the district level civil servants could not take free and faire decision which made inefficient performance. On the other hand lack of political commitment and long term vision regarding civil servants, lack of integrity and others administrative factors(Inadequate salary, Lack of standardization in promotion system, Lack of standardization in posting, Lack of effective career planning, Inadequate emphasis on innovation, Unsupportive working environment, Lack of subject specific training, Partisan influence) the district level civil servants became incapable to take right decision in right time so the whole matter make them inefficient. For this reason they could not perform efficient and effective service delivery. As a result there is increase client/citizen dissatisfaction which is associated with miss-governance.

Throughout the world, Government is increasingly under pressure from different communities and citizens to be more responsive and effective. Government needs to play a vital and facilitating role in the enabling environment process for citizens. Osborne and Gaebler (1992) attributed the decline in public confidence to the government's inefficiency and lack of responsiveness.

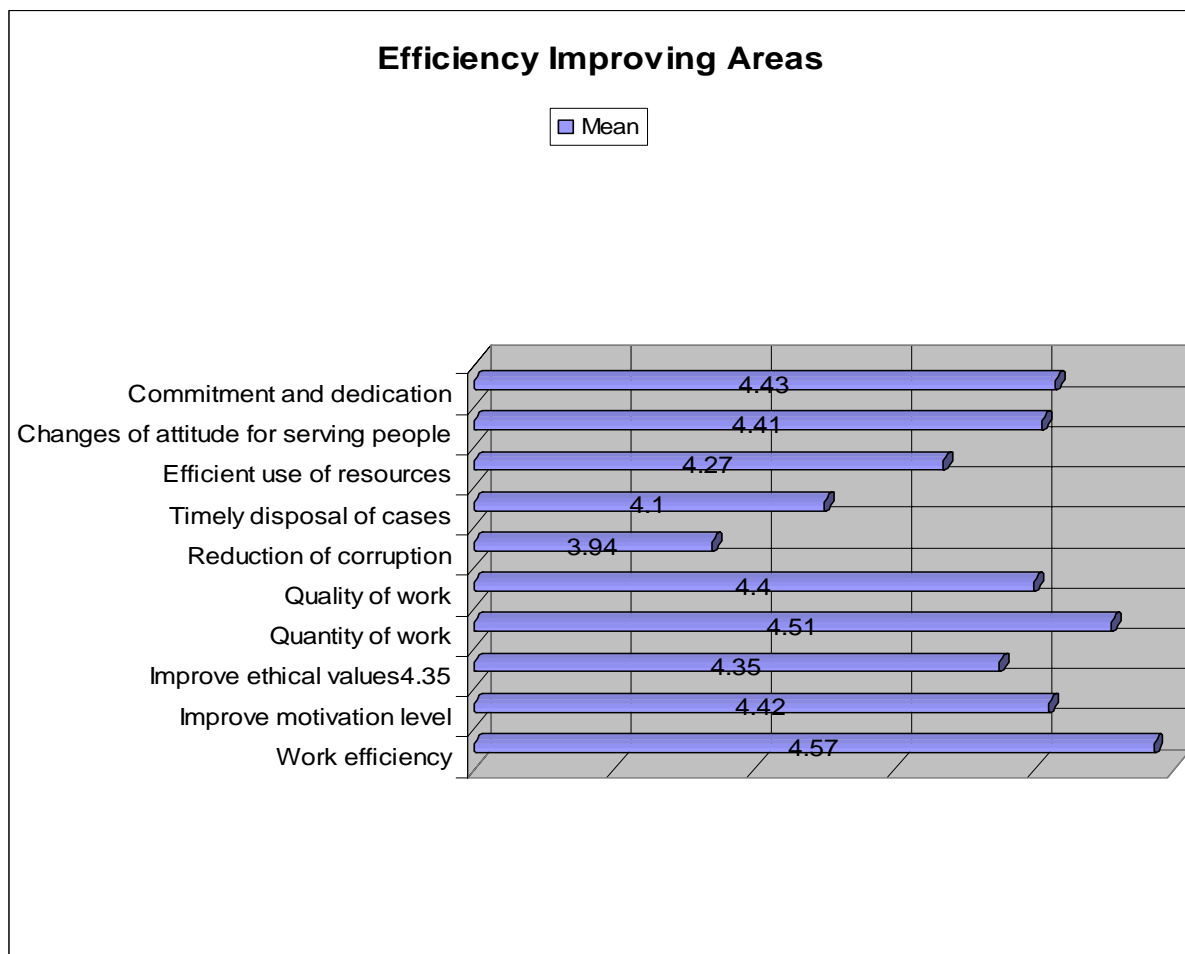
3.10. Efficiency Improving Areas

Improving efficiency and service delivery need coordinated and manifold approaches. Motivation does not automatically translate into performance. People can be highly motivated but still perform

badly because of a range of impediments, e.g. poor management, inadequate training or obsolete equipment. Equally, people can be poorly motivated but perform well, for example if there is very tight management. Motivation, then, is something that can lead to better performance, but only when other conditions are met.

All the respondents asked with the question that if eradicate all the de-motivating factors then what improvement would bring in the area i.e. work with more efficiently, improve your motivation level, ethical values and morality, quantity of work, quality of work, reduction of corruption, timely disposal of cases, efficient use of available resources, change of attitude for serving the people, commitment and dedication (Figure-3.18, and Table-1.3.9 shows the result). From the Table-1.3.9 we can see that cent percent respondents think improve motivation level and they ranked it 4.42 in the scale 5. In case of improving work efficiency and quantity of work they ranked 4.57 and 4.51 respectively in the scale 5.

Figure-3.18: Efficiency Improving Areas



Improving quality and quantity of work is easily measurable indicator for performance measurement. Cent percent respondents think that quality of work will increase significantly and they ranked it 4.40. The respondents' ranked the variables commitment and dedication in 4.43, change of attitude for serving people in 4.41, ethical values in 4.35. Corruption is a major impediment for efficiency and performance improvement in public offices. Cent percent respondents think that corruption will reduce and they ranked it 3.94. Regarding timely disposal of cases and efficient use of resources they ranked 4.10 and 4.27 respectively and they think expected improvement is possible.

The study reveals that in every area mentioned here the respondents are very optimistic of bringing expected improvement and on average they ranked areas near about 4(3.94) where the scale is 5. This means that extrinsic motivation can improve efficiency and work performance of district level civil servants significantly.

There is a widespread opinion that Bangladesh Civil Service is low paid, less motivated, low productive, rigid in bureaucratic procedure and not professional (Kim and Monem 2008; WB 1996). Bangladesh Civil Service is now unified civil service consisting of 28 services, which created some unexpected result like inter cadre rivalry, generalists versus technical controversies. The rivalry and controversies affect the performance of the bureaucracy. The country's bureaucratic efficiency is ranked at 4.7 on a 10 scale (10 best) (Mukherjee et.al. 2001). The causes of the inefficiency of the public sector bureaucracy are manifold. Civil service recruitment, Compensation, promotion, training, transfer, posting and performance appraisal is need to be reinvented for further development of civil service management and improvement of the public service delivery.

3.11. Summary of the Chapter

The findings from the field survey reveal that inadequate salary, lack of standardization in promotion system, lack of standardization in posting, lack of effective career planning, inadequate emphasis on innovation, lack of political commitment and long term vision regarding civil service, negative political pressure, nepotism and lack of integrity constitute significant de-motivating factors for the civil servants which is the indicators of miss-management in civil service. Whereas Indicators of good governance are efficient management and less corruption on the other hand indicators of bad governance is mismanagement and corruption. Those are the causes of inefficiency of civil service of

Bangladesh. Thus a modern Human Resource Management system for recruiting and retaining the talents in the civil service is a crucial requirement for the efficient civil service. Both intrinsic and extrinsic motivation is necessary for retaining talents in the civil service. In this regard market based, competitive salary and benefits, timely and merit based promotion on some predefined rules and criteria, eradicate all negative political interference and nepotism, sound and effective career planning, integrity and finally political commitment and long term vision regarding civil service can bring the efficiency in civil service and foster a motivated work force for government performance in good governance.

Chapter-4

Recommendations and Conclusion

4.1. Introduction

The civil service in Bangladesh has contributed a great deal in the development of the nation, but it has weaknesses in various regards. Over the years, the civil service has become greatly politicized rather than using merit based selection and promotion. The Bangladesh civil service has the characteristics of a closed system institution which suffers from low expertise and a high level of rigidity. Thus more open and competitive elements should be injected in the civil service. It also has a lack of responsiveness and accountability while the nature of government affairs becomes more complex and interdependent.

Motivation does not automatically translate into performance. People can be highly motivated but still perform badly because of a range of impediments, e.g. poor management, inadequate training or obsolete equipment. Equally, people can be poorly motivated but perform well, for example if there is very tight management. Motivation, then, is something that can lead to better performance, but only when other conditions are met (Alam, M. 2006).

4.2. Linking related Research Objectives, Findings and Theories

At the end of the study, it is required to see whether research objectives and research question have been answered properly or not. It has been found that the research question have been answered properly by the findings of the study. Findings of the study are related to different theories, and almost all the identified factors can be explained by the theories in the Chapter two. As most of the discussed theories have overlapping ideas, one factor can be explained by more than one theory and relationships among the findings of the study and relevant theories have been shown in the following Table-4.1. The present study explore that desire to serve the people is a leading motivating factor for joining the civil service for in general civil servants in the context of Bangladesh whereas inadequate salary is the more influential de-motivating factor to continue the service both are explained by the Herzberg's Two Factors Theory. The linking among the present study objectives, major findings and theories are shown by the following Table-4.

Table-4.1: Linking related Research Objectives, Findings and Theories

Research Objectives	Findings	Theories
1. To review the status and nature of motivation of selected District level Public officials	Major Motivating Factors	
	Desire to serve the people	Two Factor theory
	Prestigious job	Need theory of Maslow, Two Factor theory & Job Characteristics Theory
	Job security	Need theory of Maslow, Two Factor theory & Job Characteristics Theory
	Social status of the job	Need theory of Maslow, Two Factor theory & Job Characteristics Theory
	To fulfill the expectation of society	Need theory of Maslow, Two Factor theory & Job Characteristics Theory
	To be self dependent	Need theory of Maslow, Two Factor theory & Job Characteristics Theory
	Family influence	Hofstede's Model & Patriarchy theory
2. To identify and trace the factors (as well as their manifestations) which influence the motivational level of/de-motivate the targeted officials	Dominant De-motivating Factors	
	Inadequate salary	Two Factor theory
	Lack of standardization in promotion system	Need theory of Maslow, Two Factor theory and Expectancy theory
	Lack of standardization in posting	Need theory of Maslow, Job Characteristics Theory
	Lack of effective career planning	Skinner's Reinforcement Theory
	Inadequate emphasis on innovation	Herzberg's Two Factors Theory (Hygiene Factor)
	Lack of political commitment and long term vision regarding civil service	ERG theory
	Unsupportive working environment in office	Herzberg's Two Factors Theory (Hygiene Factor)

The main reasons identified by the past reform initiatives have been outlined by a recent ADB Report (2007) in the following manner: (1) outside interference in administrative decision making; (2) politicization of the civil service; (3) nepotism and favoritism; (4) a lack of delegated authority by mid-level and local level public officials; (5) a lack of public scrutiny of public administration; and (6) a paucity of citizen demand for improvements in public administration

Revitalizing and rewarding productive careers of civil service personnel and attracting, retaining, developing the human competences needed, including monitoring their own performance, are vital cornerstones for the building of good governance and a modern, competitive, effective civil service (UNDP, 2007).

4.3. Recommendations for Improving Motivation and Efficiency

Civil service plays a vital role in the economic development of a country. The efficiency of civil service largely depends upon the performance of its officers. The efficiency, performance and sincerity of any officer seem to be influenced by his motivation at work place.

From the findings of the present study we found that most of the civil servants join the civil service in order to desire to serve the people. But after joining they become de-motivated by so many factors like (1) Inadequate salary, (2) Lack of standardization in promotion system, (3) Lack of standardization in posting, (4) Lack of effective career planning, (5) Inadequate emphasis on innovation, (6) Lack of political commitment and long term vision regarding civil service, (7) Unsupportive working environment, (8) Negative political pressure, (9) Lack of subject specific training, (10) Nepotism, (11) Partisan influence and (12) Lack of integrity. For these reason sometimes the civil servants can't taking free and faire decision which made them inefficient. As a result of inefficient performance of the civil servants there is increasing client dis-satisfaction which is associated with miss-governance.

In order to improve efficiency of the civil service and increase motivation level of the civil servants some fundamental changes of the civil service structure and practice are necessary. In this regard the following recommendations need.

1. Salary must be market based otherwise in future talented people will not be attracted to BCS and retaining existing civil servants will be difficult. For providing market based salary the present system of payment must be reformed as soon as possible to provide market based salary package. There should be a system annual adjustment system of inflation.
2. Current pay system and performance measurement system (ACR) has no linkages. Hence the civil servants do not feel motivated to work hard for better performance or achieve excellence in service delivery. So in order to increase the motivation level of civil servants it must be introduce the performance based annual increment and incentives both economic and non-economic.
3. Effective career planning is necessary for sound and non controversial management system of BCS. Standardization in posting system is crucial for deploying right people in right place. It should not be used for reward and punishment. There should be a sound career plan for transfer, posting and enhancing the civil servants efficiency.
4. Promotion should be timely on the basis of merit and performance. An examination for every promotion can be arranged. The promotion procedure should be unbiased, transparent and most importantly the total procedure must keep out of political and other administrative influences.
5. Wide range of professional training both in home and foreign must be providing for every civil servant.
6. De-politicization of Public Institutions is necessary for efficient civil service. For this reason it is essential to eradicate the negative political interference and remove nepotism.
7. Motivation does not automatically translate into performance. So improving performance of civil service with others condition it should be essential to improve the working

environment in office such as relationship with subordinates and supervisor; work condition and must be improve the staffs' skill by proper management. There should be providing adequate logistic support in public office to do their duty properly and efficiently.

8. In order to improve integrity of civil servants it should be provide market based salary, remove political interference and nepotism, ensure equal justice of all cadre and finally create public service ethics and standards through all civil servants.
9. In order to increase efficiency of civil service the initiative will have to come from the political top. Political both within the government and without will need to take long term vision and political commitment regarding civil service.
10. In the process of strengthening good governance, the concept of innovation is essential for improve their efficiency, transparency and accountability and to meet the numerous demands of the citizens, governments have to reinvent themselves and remain innovative. Which could be built and increase the confidence between the people and the public servant. Because innovation is central to enabling societies to build a new the models of government and governance now needed to address the dramatic challenges of the twenty first century.

4.4. Conclusion

Civil service is becoming increasingly politicized in developing countries, not only at the higher policy levels, but also at the level of service delivery, indicating an urgent need for strengthening legal and governance structures to foster autonomy, professionalism and a spirit of public service among civil servants (Rahman, A.T.R., 2001:4).

Civil servants need effective training and career development, which would result in better organizational and individual performance. The structure of civil service performance appraisals should be around core competencies, with specific goals for the coming review period to increase core competencies.

From the present study it has been found that the district level civil servants are moderately de-motivated. Inadequate salary, lack of standardization in promotion system, lack of effective career planning, inadequate emphases on innovation and lack of political commitment and long term vision regarding civil service are the core de-motivating factors of them. However, interestingly it has been seen that the district level civil servants are motivated to join the civil service by the factor desire to serve the people rather than to earn money. Moreover, most of the respondents think that nepotism and negative political pressure significantly responsible for inefficiency of civil service and because of these sometimes the civil servants can't take any free and faire decision. But it is the common perception that the civil services system to be inefficient, corrupt, lacking in innovative abilities and unwilling to change. Lack of transparency often leads to wrong socio-economic and political decisions, many of which affect Civil Service Reforms.

There has been very limited research on the subject. It is need of the time to conduct further research on this interesting area of study on the factors influencing motivation of selected district level public officials in Bangladesh.

The results of this study provide an insight into the broader picture of the motivational status of civil servants working at the district level in Bangladesh and may assist the relevant policy formulation process towards enhancing staff motivation which in turn may improve civil officials' efficiency as well as service delivery. Further research is needed especially to investigate into the potential relationships and effects of the variables studied in this research and other extraneous variables.

References:

- Ahmed, S. (2009). Can the Civil Service Internship Program (CSIP) attract brilliant students to join the Bangladesh Civil Service? MA Research Report, Institute of Governance Studies, BRAC University, Bangladesh.
- Alam, M. (2006). Role and Effectiveness of Bangladesh Civil Service in Achieving Millennium Development Goals. Preparatory Assistance on Developing Civil Service Capacity for the 21st Century Administration UNDP Bangladesh.
- Ali, A. M. M. Shawkat. (2004). Bangladesh Civil Service: A Political-Administrative Perspective, University Press Limited, Dhaka.
- Ali, A. M. M. Shawkat. (2007). Civil Service Management in Bangladesh, University Press Limited, Dhaka.
- Alkadry, M. G. (2003). "Deliberative Discourse Between Citizens and Administrators, If
- Asian Development Bank (ADB). (2007). *Report and Recommendation of the President to the Board of Directors: Proposed Program Loan and Technical Assistance Grant for the People's Republic of Bangladesh: Good Governance Program*. Dhaka: ADB Bangladesh.
- Chakraborty, D. (2008). Career Planning in Bangladesh Civil Service (Administration) Cadre: A Critical Assessment. MA Thesis (unpublished), IGS, BRAC University, Dhaka.
- Citizens Talk, Will Administrators Listen," *Administration & Society* Vol. 35, No. 2: 184-209.
- Debnath et.al.2011.Motivation of Civil Servants in Bangladesh: A Comparative Study of Technical Cadres and Administrative Cadres. *World Review of Business Research*.Vol. 1. No. 4. September 2011. Pp.1-17
- GOB, (2000). Public Service of the Twenty-First Century. Report of the Public Service Reform Commission. Dhaka.
- Government of India, (2010). Civil Service Survey-A Report 2010, Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Public Grievances and Pensions: New Delhi
- Government of the Peoples Republic of Bangladesh, (2009). Statistics of Civil Officers and Staffs 2009, Ministry of Establishment: Dhaka

Haque, A. S. (1990). *Paradoxes in Public Administration Dimension of Development*, The University Press Limited, Dhaka.

Hasan, M.S. et al. (2010). *Job satisfaction and Training for Organizational Effectiveness: An Empirical Study on Bangladesh Civil Service Officers*, BPATC, Dhaka

Herzberg, F. (1966). *Work and the nature of man*. Cleveland: World Publishing.

Houston, D. J. (2000). Public Service Motivation: Multivariate Test, *Journal of Public Administration Research and Theory*, vol. 10, issue 4, pp. 713-725.

Ibid, p.173

Islam, Sirajul M. (2002). *Motivational Intervention in Productivity Improvement*, Bangladesh Public Administration Training Centre, Savar, Dhaka.

Jahan, F. (2006). 'Public Administration in Bangladesh', *CGS Working Paper (CGS WP 1)*, Centre for Governance Studies, BRAC University, Dhaka

Karim, M.R. (2009). *Enhancing Performance through Motivation: A Study of Bangladesh Civil Service*. MA Thesis (unpublished), Institute of Governance Studies, BRAC University, Bangladesh.

Khaleque, A. and Rahman, M.A. (1987). Perceived importance of job facets and overall job satisfaction of industrial workers. *Human Relations*, 40 (7), pp.401-146.

Khan, M.M. (1998). *Administrative Reforms in Bangladesh*. University Press Limited: Dhaka.

Khan, R. M. & Ara F. (2005). 'Direct Recruitment in the Cadre Services in Bangladesh: An Overview', *Pakistan Journal of Social Sciences*.3 (7): 915-921

Kim, S. P. & Monem, Mobasser (2009). Civil Service Reform in Bangladesh: All Play but Hardly Any Work, *The Asia pacific Journal of Public Administration*, vol. 31, no. 1, p. 57-70.

Kristiansen, S and Ramili, M. (2006). Buying an Income: the Market for Civil Service Positions in Indonesia. *Contemporary Southeast Asia*, Vol. 28 issue 2 p. 207.

Maslow, A. H. (1987). *Motivation and Personality*, Harper & Row Publishers Inc., New York.

Maslow, A.H. (1970). *Motivation and personality*. 2nd ed. New York: Harper and Row.

Miner, J. B. (2005). *Organizational Behavior I: Essential Theories Motivation and Leadership*, M. E. Sharpe, Inc, New York.

- Moynihan, D. P. & Panday, S. K. (2007). The Role of Organizations in Fostering Public Service Motivation, *Public Administration Review*, January/February, p 40-53.
- Mukherjee et.al.(2001). World Bank Technical Paper 507. Washington DC; World Bank.
- Perry, J. L. and Lois Recascino Wise.(1990). "The Motivational Bases of Public Service."*Public Administration Review* 50 (3): 367-73.
- Petri, H. L. (1986). *Motivation: Theory and Research*, Wadsworth Publishing Company, California.
- Rahman, A.T.R. (2001). Reforming the Civil Service for Government Performance, University Press Limited, Dhaka.
- Siddika, M. T.(2012). Job Satisfaction: A Study on Civil Servants Working at the Field Level in Bangladesh. MA Thesis (unpublished) Department of General and Continuing Education. North South University, Bangladesh
- Siddique N.A.(2003). ‘Human Resource Management in Bangladesh Civil Service: Constraints and Contradictions’, *International Journal of Public Administration*, Vol. 26
- Siddiqui, K. (1996). *Towards Good Governance in Bangladesh: Fifty Unpleasant Essays*. Dhaka; UPL
- United Nations Development Programme (UNDP). 2007. Building a 21st Century Public Administration in Bangladesh: Formulation Mission Report on September 16 – October 7, 2007. Dhaka: UNDP Bangladesh.
- Vroom, V. (1964). *Work and motivation*. New York: Wiley.
- World Bank, (1996). Government that Works: Reforming the Public Sector.Dhaka:UPL.
- World Bank, (1997). *World Development Report*, New York: Oxford University Press.
- Yavuz, Nilay. (2004). *The Use of Non-monetary Incentives as a Motivational Tool; A Survey Study in a Public Organization in Turkey*, a research paper of Master of Science in Political Science and Public Administration, The Graduate School of Social Science, Middle East Technical University.

Appendix-1

Table-1.3.1: Relationship among Motivation related Data and Motivation level

	M	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Motivation level	1														
To Earn Money		1													
To prove yourself as competent		0.155	1												
Powerful job		-0.123	0.359*	1											
Prestigious job		0.316*	0.026	0.418**	1										
Job security		0.152	0.319*	0.328*	0.226	1									
Assured salary		0.229	0.277	0.133	0.018	0.383**	1								
Family influence		-0.267	0.141	0.463**	0.495**	0.380**	0.083	1							
Social status of the job		-0.172	0.419**	0.343*	0.435**	0.304*	0.338*	0.576**	1						
Desire to serve the people		-0.205	0.066	0.057	0.065	-0.116	0.166	0.015	0.300*	1					
To fulfill the expectation of society		-0.143	0.238	0.149	0.081	-0.014	0.030	-0.004	0.175	0.192	1				
To be self dependent		0.088	0.332*	0.264	0.338*	0.518**	0.310*	0.390**	0.476**	-0.068	0.116	1			
Scope to higher study		0.167	0.502**	0.242	0.249	0.244	0.099	0.334*	0.432**	0.012	0.248	0.466**	1		
Visit many countries		-0.121	0.417**	0.182	0.323*	0.175	0.390**	0.484**	0.594**	0.290*	0.217	0.233	0.548**	1	
Opportunity to do work in abroad		0.041	0.308*	0.163	0.221	0.241	0.466**	0.462**	0.498**	0.324*	0.022	0.228	0.430**	0.733**	1

*Correlation is significant at the 0.05 level (2-tailed).

** Correlation is significant at the 0.01 level (2-tailed)

Table-1.3.2: Motivation Level

Motivation Levels	Frequency	Percent	Mean of Motivation	Standard Deviation
Very Low	2	4.0	3.24	.981
Low	11	22.0		
Moderate	12	24.0		
High	23	46.0		
Very High	2	4.0		
Total	50	100.0		

Table-1.3.3: De-motivation Level

De-motivation level	Frequency	Percent	Mean of Motivation	Standard Deviation
Very Low	-	-	2.74	0.723
Low	13	26.0		
Moderate	27	54.0		
High	7	14.0		
Very High	2	4.0		
Total	49	98		

Table-1.3.4: Subject Specific Training as de-motivating factor

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	36	72.0	72.0	72.0
	No	14	28.0	28.0	100.0
	Total	50	100.0	100.0	

Table-1.3.5: Subject Specific Training

Lack of Subject Specific Training related variables	N	Mean	Std. Deviation	Chi-Square test	Df	Asym. Sig.
Skill deterioration	36	3.86	.762	22.889	3	.000
New knowledge	36	3.61	.838	22.222	3	.000
Knowledge about changes rules and regulation	36	3.44	.843	12.000	3	.007
Decrease confidence	36	4.00	.717	4.500	2	.105
Valid N (listwise)	36					

Table-1.3.6: Lack of Standardization in Promotion as De-motivating Factor

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	44	88.0	88.0	88.0
	No	3	6.0	6.0	94.0
	Others	3	6.0	6.0	100.0
	Total	50	100.0	100.0	

Table-1.3.7: Glass ceiling in promotion

Glass ceiling in promotion	N	Mean	Std. Deviation	Chi-Square test	Df	Asym. Sig.
Nepotism	43	3.56	1.007	3.977	3	.264
Partisan influence	44	4.27	.694	7.818	2	.020
Political pressure	44	4.02	1.023	13.273	3	.004
Others	34	3.35	1.012	22.765	4	.000
Valid N (listwise)	32					

Table-1.3.8: Factors Responsible for De-motivation

Factors	Response	Frequency	Percent
Nepotism	Yes	40	80
	No	10	20
Lack of Political commitment & long term Vision regarding civil service	Yes	48	96
	No	2	4
Inadequate emphasis on Innovation	Yes	47	94
	No	3	6
Negative Political Pressure	Yes	39	78
	No	11	22
Partisan Influence	Yes	41	82
	No	9	18

Table-1.3.9: Descriptive Statistics on Efficiency and motivation improving Areas

Improving Areas	N	Minimum	Maximum	Mean	Std. Deviation	Rank according to Mean
Work efficiently	49	3	5	4.57	.577	1
Quantity work	49	2	5	4.51	.681	2
Commitment and dedication	49	1	5	4.43	.736	3
Improve motivation level	50	2	5	4.42	.702	4
Change of attitude for serving people	49	1	5	4.41	.705	5
Quality work	50	1	5	4.40	.808	6
Ethical values	49	3	5	4.35	.723	7
Efficient use of resources	49	2	5	4.27	.811	8
Timely disposal of cases	50	1	5	4.10	.839	9
Reduction of corruption	50	1	5	3.94	1.185	10
Valid N (listwise)	49					

A Study on the Factors Influencing Motivation of Selected District level Civil Servants in Bangladesh

: Questionnaire:

[Factors influencing motivation of civil servants is the vital cause of inefficiency of civil service. The present study attempts to determine the factors influencing motivation of civil servants. I am a student and researcher of MA in Governance and Development, Institute of Governance Studies, BRAC University. The study is being undertaken for partial fulfillment of the requirement of a Masters Degree in Governance and Development. I request you for helping me to collect some information. Your information will be used **only** for my academic/research purpose and personal identity of the respondents will not be disclosed. All kinds of cooperation from you will be highly appreciated.]

Part A. Respondent's Basic Information

1. Name:

2. Designation:

3. Cadre and Batch:

4. Year of Joining in the service:

5. Gender: ☐ Male ☐ Female

6. Current place of posting:

7. Service Length in civil service:

☐ 1-5 years ☐ 6-10 years ☐ 11-15 years ☐ 15-20 years

☐ 21-25 years ☐ above 25 years

8. Last Academic Degree:

☐ Bachelor ☐ Masters ☐ M. Phil ☐ Ph. D ☐ Others (Pls. specify)...

9. Academic Discipline:

☐ Arts ☐ Science ☐ Social Science ☐ Commerce

☐ Others (Pls. specify)...

10. Your monthly income (including salary and income from remuneration and other property in Taka):

☐ 10,000 ☐ 10,000-15,000 ☐ 15,000-20,000 ☐ 20,000-25,000 ☐ 25,000-30,000

☐ 30,000-35,000 ☐ 35,000-40,000 ☐ 40,000-45,000 ☐ 45,000 and above

11. In your service life how many times have you been transferred?

Ans.

12. What was the time period of your maximum and minimum tenure in a post?

☐ Maximum- years ☐ Minimum- months/years

11. Contact number/Email address:

PART-2: Motivation and De-motivation related information

**1. What factors motivated you to join in Bangladesh Civil Service rather than other?
(Multiple response).**

Elements	Scale (1= Minimum, 5= Maximum)				
(1) To Earn Money	1	2	3	4	5
(2) To Prove Yourself as Competent	1	2	3	4	5
(3) Powerful job	1	2	3	4	5
(4) Prestigious Job	1	2	3	4	5
(5) Job Security	1	2	3	4	5
(6) Assured Salary	1	2	3	4	5
(7) Family Influence	1	2	3	4	5
(8) Social Status of the Job	1	2	3	4	5
(9) Desire to serve the people	1	2	3	4	5
(10) To Fulfill the Expectation of Society	1	2	3	4	5
(11) To be Self dependent	1	2	3	4	5
(12) Scope to higher study	1	2	3	4	5
(13) Visit many countries	1	2	3	4	5
(14) Opportunity to do work in abroad	1	2	3	4	5
Or other (please mention)					
	1	2	3	4	5

2. Considering all merits and demerits in the service, to what level are you motivated in your present job? (1= Minimum, 5= Maximum).

1	2	3	4	5
---	---	---	---	---

3. Do you feel de-motivated in the service?

☐ Yes ☐ No ☐ To some extent ☐ No Comments

If yes, please indicate the level of your de-motivation: (1=minimum and 5=maximum)

1	2	3	4	5
---	---	---	---	---

4. If you are de-motivated, what are the factors that de-motivate you for your work? Please put tick mark(s) in the factors mentioned below. Multiple responses.

Variables	Scale (1=Minimum, 5=Maximum)				
a) Lack of Career Planning	1	2	3	4	5
b) Lack of subject specific training	1	2	3	4	5
c) Inconsistency or lack of standardization in Posting	1	2	3	4	5
d) Lack of standardization in Promotion system	1	2	3	4	5
e) Inadequate Salary	1	2	3	4	5
f) Inducive/unsupportive Working environment	1	2	3	4	5
g) Negative Political Pressure	1	2	3	4	5
h)Partisan Influence	1	2	3	4	5
i)Lack of Integrity	1	2	3	4	5
j) Nepotism	1	2	3	4	5
k) Lack of Political commitment & long term Vision regarding civil service	1	2	3	4	5
l)) Inadequate emphasis on Innovation	1	2	3	4	5
Or others (please mention)					
	1	2	3	4	5

5. Do you think the lack of effective carrier planning is a cause of inefficiency or de-motivating factor of the field level civil servant to work them efficiently?

1. Yes 2. No

If yes, what are the levels you think?

1	2	3	4	5
---	---	---	---	---

6. Do you think the Lack of subject specific training is the cause of the inefficiency and factors of de-motivation of the field level civil servant?

1. Yes 2. No

If yes, what are the reasons to consider the relevant training is important for de-motivation. Please mention the level below you think?

Elements	Scale (1=Minimum, 5= Maximum)				
Skill deterioration	1	2	3	4	5
Inadequate opportunity of security of new knowledge	1	2	3	4	5
Lack of knowledge about the changes in the rules and regulations	1	2	3	4	5
Decreasing confidence & competence	1	2	3	4	5
Or other (please mention)					
	1	2	3	4	5

7. Do you think that there is a *Glass Ceiling* (invisible barrier or blocks) for the promotion of in general civil servants?

☐ Yes ☐ No ☐ Others

If yes, what are the following factors is the barrier you think?

Elements	Scale(1=Minimum, 5= Maximun				
1. Nepotism	1	2	3	4	5
2. Partisan Influence	1	2	3	4	5
3. Political Pressure	1	2	3	4	5
4. Others	1	2	3	4	5

8. Do you think the Inconsistency or lack of standardization of present posting system is the cause of de-motivation of the district level civil servant?

☐Yes ☐No

If yes then what are the factors and the level of the de-motivation. Please tick the factors and level mentioned below you think?

Elements	Scale(1=Minimum, 5= Maximum)				
Inconvenient work place	1	2	3	4	5
Stay without family	1	2	3	4	5
Lack of putting right person in right place	1	2	3	4	5
Or other (please mention)					
	1	2	3	4	5

9. Please identify and rate the factors de-motivated you which are related to work environment in the office.

Elements	Scale(1=Minimum, 5=Maximum)				
My superior neither praises good work nor mentors me	1	2	3	4	5
I miss friendly and co-operative working environment	1	2	3	4	5
Staff are not skilled enough to work well	1	2	3	4	5
There are many external (political and other) pressures and influence in the office	1	2	3	4	5
I am subjected to unfair decision by my superior	1	2	3	4	5
Or others (please mention)					
	1	2	3	4	5

10. Do you think nepotism is the sever problem in civil service which is de-motivate you?

☐Yes ☐ No

If yes then what is the level?

1	2	3	4	5
---	---	---	---	---

11. Do you think negative political pressure has an effect on the efficiency of civil servant which de-motivates them?

☐ Yes ☐ No

If yes then what is the level?

1	2	3	4	5
---	---	---	---	---

12. Do you think Partisan influence is the de-motivating factor of the in general civil servant?

☐ Yes ☐ No

If yes what is the level?

1	2	3	4	5
---	---	---	---	---

13. Do you think “Lack of Political commitment & long term Vision regarding civil service” is a cause of inefficient civil service?

☐ Yes ☐ No ☐ To some extent ☐ No comments.

If yes what is the level?

1	2	3	4	5
---	---	---	---	---

14. Do you think Government pays you inadequate salaries and that de-motivate you in your service?

☐ Yes ☐ No ☐ To some extent ☐ No comments.

If yes, then what extent de-motivates you?

1	2	3	4	5
---	---	---	---	---

15. What are the factors to consider inadequate salary as an important de-motivating factor?

Please indicate the extent to which you agree with the following statements by marking with a tick on the appropriate box.

Statements	Complete ly Disagree (1)	Partially Disagree (2)	Neutr al 3	Partial ly Agree (4)	Complete ly agree (5)
The salary is inadequate to support a dignified life					
More thoughts on enhancing alternative income through faire & unfair means					
Over time there has been decrease in the devotion for work as compare to initial years in the career					
Can not effort quality education to children					
Others					

16. Do you think lack of integrity is the cause of inefficiency of civil servants?

☐ Yes ☐ No ☐ To some extent ☐ No comments

If yes, than what are the causes of lack of integrity do you think? Please tick the mentioned statements. Multiple responses.

Elements	Scale (1= Minimum, 5= Maximum)				
Lack of market based salary which is a barrier of living dignified life	1	2	3	4	5
Political interference and nepotism that the cause of lack of putting right people in the right place	1	2	3	4	5
Some other cadres have more privileges i.e. lack of equity and fairness	1	2	3	4	5
Lack of ethical values and morality	1	2	3	4	5
Or other (please mention)					
	1	2	3	4	5

17. Do you think “Inadequate emphasis on Innovation” is a cause of inefficient civil service?

☐ Yes ☐ No ☐ To some extent ☐ No comments

If yes what is the level?

1	2	3	4	5
---	---	---	---	---

18. If eradicate the de-motivating factors/you are given market based salary, timely promotion and other benefits in transparent and rational manner what improvement would you bring in the area mentioned below?

Please indicate the level of improvement in the given scale (1=minimum, 5=maximum).

Elements	Scale(1=Minimum, 5=Maximum)				
Work with more efficiently	1	2	3	4	5
Improve your motivation level	1	2	3	4	5
Ethical values and morality	1	2	3	4	5
Quantity of work	1	2	3	4	5
Quality of work	1	2	3	4	5
Reduction of corruption	1	2	3	4	5
Timely disposal of cases	1	2	3	4	5
Efficient use of available resoueces	1	2	3	4	5
Change of attitude for serving the people	1	2	3	4	5
Commitment and dedication	1	2	3	4	5
Or other (please mention)					
	1	2	3	4	5

19. Please provide some specific suggestions to improve field level officer's motivation level and remove de-motivation for Bangladesh Civil Servants.

(Please write down priority wise)

- 1.
- 2.
- 3.
- 4.
- 5.

20. Overall Comments (if any):

Thank You very much for your kind cooperation.

Roksana Rahman

BCS (Administration) Cadre, 25th Batch,

At present Student of MAGD Program of BRAC University.

Cell: 01712759697

E-mail: rroksana20@ymail.com